

STRATEGY  
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JUNIOR RESERVE OFFICERS' TRAINING CORPS:  
CONTRIBUTIONS TO AMERICA'S COMMUNITIES?

BY

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## **USAWC STRATEGY RESEARCH PROJECT**

### **JUNIOR RESERVE OFFICERS' TRAINING CORPS: CONTRIBUTIONS TO AMERICA'S COMMUNITIES?**

**by**

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**U.S. Army War College  
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## ABSTRACT

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This paper presents an in depth evaluation of the value of JROTC programs to students, schools, and the communities they serve. The primary methodology compares populations of JROTC cadets to populations of students not enrolled in JROTC programs in the same high school programs where the cadets are enrolled. The study also takes a broad look at the history of JROTC, its current state of affairs and future developments of the program. The study uses literature searches, surveys, interviews and focus groups to gather information. The paper lays out what the current reach and impact of JROTC is on the nation as a whole and where JROTC fits in the scheme of youth education and service to the community.

The country as a whole spends more than \$13 billion dollars annually on youth development programs and more than five times that much on youth education. The youth programs are sponsored by 15 separate government agencies, which administer 127 separate programs. The paper discusses the possibilities of forming a new model to create more synergy and efficiency through cooperation and economies of scale to deliver these critical services to America's youth.

The JROTC programs of the services are steeped in tradition and service and have been in place for more than 81 years. Basic assumptions need to be re-addressed. Learning environments, educational methodologies, cultural conditions and population demographics are shifting rapidly across the nation and continue to place external pressures on the programs. The paper discusses how these factors will affect the future value and delivery of the JROTC programs products as defined by the services' goals and objectives for the program. The paper states that JROTC provides "great value" at a cost-effective rate and that with additional resources the program could do much more. The paper calls for eventual expansion into additional high schools and argues that the students, schools, and communities served need the programs now, more than ever before.

## EXECUTIVE SUMMARY

The national debate over the value and proper direction of the Junior Officers' Training Corps (JROTC) program has continued virtually unabated since the program's inception in 1916. After more than eighty years in existence, most printed material about JROTC is tinged with various aspects of the debate. Objective viewpoints rarely dominate the rhetoric; rather, strong opinions pro and con prevail. If people think about JROTC at all, they either love or hate it, or find themselves "passionately indifferent."

Composed originally of only a handful of units, JROTC is now in almost 3,000 schools across the country. Each time a new unit has been added over the intervening years, the same issues are revisited. Basically, the question is whether youth education is a proper mission of the U.S. Armed Forces and can the military services afford the cost in resources? At one extreme, "Are we creating militaristic youth?" At the other, "Are we compromising national security by not supporting the program more robustly?"

Our goal in undertaking this project has been to separate unfounded rhetoric from factual data, to provide an objective evaluation of JROTC, and to provide useful recommendations to policymakers, by way of a clear picture of the facts. We began with the notion that JROTC provides benefits to the students involved and to the communities where they live, but we wanted to let the facts, as we uncovered them, tell the story. For research in the field, we went into three different cities and randomly selected schools to visit. What we found was not all positive, but positive enough to convince us that our initial suppositions were valid.

In our overall examination of the program, we cut a wide path, from the larger issues of how national policymakers have viewed and shaped JROTC, down to the smallest JROTC units, and the individuals who have been affected by the program. There are other methods to measure the value of JROTC at the local level and other ways to go about collecting information; one of the things we hope our effort will accomplish is that others will pick up some of the threads we suggest and further explore the program.

Above all, this document is intended to provide the framework for a reasoned dialogue about JROTC. We include its history, the context in which it operates, and its current, and its current problems and progress. Our field research conducted over the past year provides: a) independent evidentiary verification of the issues brought to light in the initial examination of the program, b) identification of further areas of concern, c) quantitative documentation of specific benefits (or lack thereof) the program provides to young people, and d) issues regarding the future role and development of JROTC.

We are grateful to the Robert R. McCormick Foundation for financial support of this effort, but equally appreciative of the leadership of Neal Creighton and Richard Behrenhausen, who were actively involved in helping us gain access to the right people and organizations whose perspectives and data were critical to our research. We have a debt of gratitude also to Richard Friedman and John Flanigin of the National Strategy Forum who were especially helpful in our research on the JROTC program in Chicago.

## PREFACE

This study was designed to collect a wide variety of data from several different sources and analyze the data in context of the value of the program to students who enroll as cadets, and value to the schools and communities in which the programs reside. The study has been conducted in three major phases. The first phase consisted of an intense literature search and data collection effort from all sources engaged in the management of the JROTC programs. Numerous personal and telephonic interviews were conducted to gather information, insight and perspectives.

The second phase of the study consisted of field research, taking the CSIS team to Chicago, Washington DC, and El Paso. We visited 28 high schools and spent hundreds of hours talking with school officials and students. We conducted focus groups, personal interviews, and solicited over 3,000 written surveys. The surveys were designed to capture the perceived value/lack of value, by asking students and educators about their views and personal experiences. Focus group questions targeted the same areas and enabled us to enrich the quality of the data collection. Interviews were often emotionally charged and brought to light additional issues, enabling us to broaden the scope of the study.

The third phase of the study consisted of capturing quantitative data from the three school systems' central databases. The data request focused on traditional indicators of student performance and attitude: class attendance, grades, and student conduct. Once compiled, the data was analyzed using traditional statistical approaches. Populations of JROTC students were compared against populations of non-JROTC students.

In terms of measuring the effectiveness of JROTC according to indicators such as those just named, perhaps the best method would be to track one specific cohort longitudinally from entry into the program as high school freshman through their senior year, and beyond. Obviously this approach would require several years and considerable resources, requirements that are beyond the scope of this effort. In place of this methodology we have relied on several different means of analyzing the data we collected, and feel confident in the results.

More than delivering the results of our research, the pages that follow lay out all of the current issues involved with JROTC. We begin with a concise history of the program to give context to the subject, then put the program's mission and scope in perspective. Subsequent sections discuss the current operating environment, the parameters of the current debate, and a detailed presentation of our research in the field. We conclude with open-ended questions for further exploration, initial conclusions, and voices expressing diverse opinions on the

value of JROTC.

Our study has leaned on the wisdom of a senior steering group and many professionals who serve inside and outside of government. We have consulted professionals in academia, military, federal, and local government officials. We have tried to listen to every voice and search out every piece of evidence commenting on the value or lack of value of the JROTC programs. This report is offered as a backdrop for further debate over whether we, as a nation, are maximizing every opportunity to contribute to the development of America's youth.

## LIST OF ILLUSTRATIONS

Figure 1	Tilden Technical School	Page 1
Figure 2	President Eisenhower	Page 4
Figure 3	Unit Expansions	Page 11
Figure 4	Enhanced Unit Funding	Page 12
Figure 5	Funding	Page 16
Figure 6	Drill Team, El Paso, Texas	Page 17
Figure 7	% JROTC High Schools	Page 20
Figure 8	Total JROTC High Schools	Page 21
Figure 9	Army JROTC High Schools	Page 22
Figure 10	Navy JROTC High Schools	Page 23
Figure 11	Air Force JROTC High Schools	Page 24
Figure 12	Marine JROTC High Schools	Page 25
Figure 13	Enrollment Forecast	Page 30
Figure 14	Post High School Plans, Army	Page 31
Figure 15	Post High School Plans, Navy	Page 32
Figure 16	Post High School Plans, Air Force	Page 33
Figure 17	Post High School Plans, Marines	Page 34
Figure 18	Post High School Plans, Composite	Page 35
Figure 19	Instructor Force	Page 55
Figure 20	Tilden Technical School	Page 76
Figure 21	Grade Point Averages	Page 79
Figure 22	Absences	Page 80
Figure 23	Goals After High School, Freshman/Sophmores	Page 82
Figure 24	Goals After High School, Junior/Senior	Page 82
Figure 25	Reasons for Joining, Chicago	Page 93
Figure 26	Goals After High School, Chicago	Page 95
Figure 27	Reasons for Joining, DC	Page 98
Figure 28	Goals After High School, DC	Page 99
Figure 29	Grade Point Average, El Paso	Page 100
Figure 30	Absences, El Paso	Page 101
Figure 31	Infractions, El Paso	Page 101
Figure 32	Reasons for Joining	Page 105
Figure 33	Goals After High School	Page 105

**LIST OF TABLES**

Table 1	Unit Growth Rates
Table 2	Unit Funding and Enrollment
Table 3	Expansion Goals
Table 4	Regional Growth Trends
Table 5	Schools on Waiting List
Table 6	1996 Unit, Funding and Enrollment Levels
Table 7	Size Comparison
Table 8	Youth At Risk Expenditures
Table 9	High Schools by Type
Table 10	Enrollment by Sex
Table 11	Enrollment by Ethnic Group
Table 12	Average SAT Scores
Table 13	Ethnic Break Out
Table 14	Ethnic Enrollment
Table 15	Enrollment Forecast
Table 16	Evaluation of Cadets-Overall
Table 17	Appropriations
Table 18	Instructor Demographics Air Force
Table 19	Instructor Education Level Air Force
Table 20	NCO Instructor Education Air Force
Table 21	Instructor Demographics Navy
Table 22	Instructor Positions
Table 23	Curriculum Credit Awarded
Table 24	Chicago Enrollment by Sex
Table 25	Chicago JROTC Enrollment by Sex
Table 26	JROTC Ethnic Breakout
Table 27	School Absences
Table 28	Graduation Rates
Table 29	Principals
Table 30	Army JROTC Instructors
Table 31	El Paso Statistics
Table 32	El Paso Students College Bound
Table 33	Response Summary

**TABLE OF CONTENTS**

Abstract	ii
Executive Summary	iii
Preface	iv
List of Illustrations	vi
List of Tables	vii
Title	1
Introduction	1
Chapter 1: The History of Junior ROTC.	1
Chapter 2: Current Overview of Junior ROTC and the Debate.	19
Chapter 3: Junior ROTC Mission, Objectives, Structure and Operating Environment.	35
Chapter 4: Junior ROTC Critical Components, Written Agreements/Contracts, Funding, Curriculum, and Instructor Management.	46
Chapter 5: Public Opinion and Past Studies About Junior ROTC.	61
Chapter 6: Chicago School System and Junior ROTC- The Current Program and Assessment.	75
Chapter 7: Washington DC and El Paso School Systems and Junior ROTC-The Current Program and Assessment.	96
Chapter 8: The Future of Junior ROTC, Improvements, Alternatives, Abdication?	105
Chapter 9: Conclusion, Issues and Recommendations.	110
Chapter 10: Voices from the Public.	115
Bibliography	120
Endnotes	125

## JUNIOR RESERVE OFFICERS' TRAINING CORPS: CONTRIBUTIONS TO AMERICA'S COMMUNITIES

### Introduction

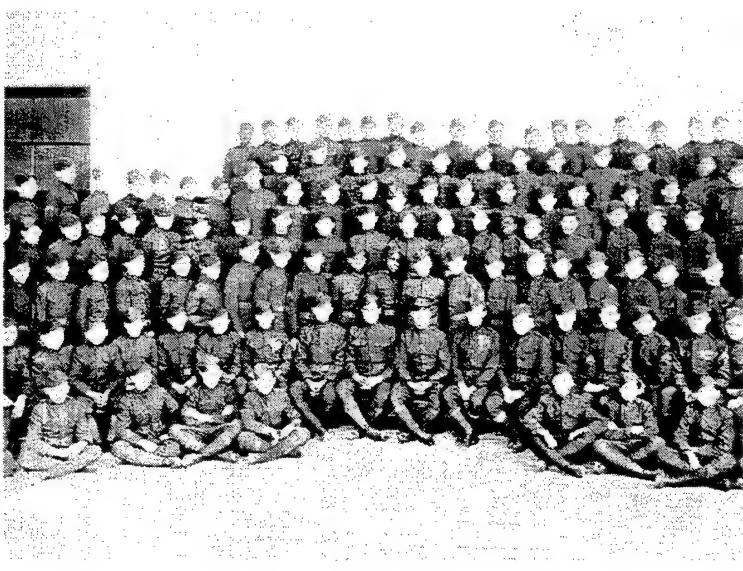
The national debate over the value and subsequent future of ROTC and JROTC programs has gone on since the programs' inceptions in 1916. Today it is difficult to read or reference anything about the ROTC program without being exposed to some of these long debated issues and negative publicity. The question is posed then, given such mixed – if not negative – reviews, how has ROTC survived? Why has ROTC survived? There, in the history of the ROTC, lie many of the possible answers. The history will be examined closely in this paper; examined for clues and answers, examined for opportunities and lessons already learned.

In addition to reflecting and learning from ROTC's long and difficult history, the present ROTC program will be reviewed. ROTC programs, specifically JROTC programs, in three major United States cities, will be the locations of field research on the subject of programs, their strengths, weaknesses, opportunities and threats. The cities chosen for inclusion in this research are Chicago, IL, El Paso, TX, and Washington, DC. Each city was chosen for its historical and present use of JROTC.

### Chapter 1: The History of Junior ROTC

The history of Army JROTC is well documented in a variety of reports from the United States Army Cadet Command at Ft. Monroe, Virginia. All JROTC programs and the National Defense Cadet Corps (NDCC) program originated as part of the National Defense Act of 1916. A Junior ROTC program was established for high schools and other private secondary schools. Its primary purpose was to disseminate military knowledge among the secondary school population of the United

Figure 1



States. Regular Army officers were detailed as professors and assistant professors of military science.

JROTC students received three hours of general military instruction a week for three years. Schools hosting JROTC detachments were provided with rifles, belts, small amounts of ammunition, instructional materials and uniforms. The JROTC program did not and does not now lead directly to a reserve commission. It is considered the equivalent of the first year of the Senior Basic Course, Senior ROTC.

About 45,000 students enrolled in JROTC during the program's start-up year, the 1919-1920 school year. Enrollment rose slowly over the next two decades so that by 1942 enrollment stood at approximately 72,000. In 1963-1964, when hearings on the ROTC Vitalization Act were being held, student enrollment totaled just fewer than 60,000.

The NDCC program never achieved the degree of acceptability of the JROTC program. This lack of acceptance was due principally to the limited federal support accorded the program. The program stated that instructors had to be military retirees or members of the reserve components and that the schools had to pay their salaries. NDCC students also had to pay for their uniforms. JROTC high schools share the cost of the program with the federal government and uniforms are issued free of charge to JROTC students.

The passage of the ROTC Vitalization ACT of 1964, which boosted participation in JROTC by granting financial incentives to participating high schools, hastened the demise of the NDCC program. The cost of sustaining a program placed NDCC out of bounds for many high schools. By 1973 all but seventeen NDCC units had converted to JROTC. Today only two NDCC schools remain. Army JROTC has initiated a re-opening of NDCC programs to relieve pressure from their current high school program waiting list of 181 schools.

From 1947 to the enactment of the ROTC Vitalization Act of 1964, a Department of the Army dictate prevented JROTC expansion. This non-expansion policy was based on two principal factors, manpower and cost. Approximately 700 active duty personnel were needed to run the program at a cost of \$4.7 million dollars in 1963.

Due to escalating operating cost, the Secretary of Defense ordered a reevaluation of defense spending in 1963. This reevaluation included within its scope the JROTC program. Since NDCC had the same objectives as JROTC and cost less than \$100,000 per year to operate, the decision was made to cut JROTC funding drastically. Funds were requested only to sustain JROTC

programs in distinctly military high schools and to convert JROTC units to NDCC units.

In short order, Department of Defense received over 300 letters and telegrams, and the Department of the Army received 90 from Senators, Congressional Representatives, and heads of educational institutions and individual citizens. Almost all expressed disapproval of the proposed DOD action. Parents, teachers and community leaders believed that the JROTC program was in the national interest and that it had a salutary affect on juvenile delinquency and helped to produce potential leaders. Many members of Congress shared their views, especially Congressman Herbert.

At the same time legislation was introduced in the House of Representatives which provided for an expansion of the JROTC program from the then existing level of 254 schools to a maximum of 2000 participating schools. During the hearings on this bill, DOD proposed that the entire JROTC and NDCC programs be studied to survey the needs and wishes of a cross section of high schools. While the study was underway, DOD agreed to continue the JROTC program through FY 1964. An Ad Hoc Committee of eleven members, nine of whom were military, met at daily sessions from April 30 to June 7, 1963. The findings and recommendations of this special committee are contained in a formal report called "Future Operation of the Junior Division ROTC and National Defense Cadet Corps Programs", dated June 1963.

The report revealed that the JROTC program as operated by the Army since 1919-1920 had successfully met its limited objectives. The report concluded that any future efforts to eliminate the program would bring renewed protest from students, school authorities, and parents, community and national leaders. The committee believed there was substantial national interest in JROTC's continuation and expansion. The feeling did not prevail for the NDCC program largely because of the lack of direct Army Personnel support and subsidy or provision of uniforms.

There appeared no feasible way to modify or adjust either program to meet a bona fide military requirement. From a military point of view there were some perceived benefits. These were largely informational and motivational, designed to create favorable attitudes of high school youth towards military service and careers in the Armed Forces.

The report further stated that the development of better citizenship attitudes among high school youth through a disciplined military training program was felt to be a national requirement. A survey of secondary school system authorities, community leaders and parents disclosed unmistakable desire to continue and expand JROTC as a needed variation in the typical high school curriculum. This item was the key conclusion of the report.

In seeking to consider all reasonable ways to meet this national demand for citizenship training through a military program, the report recommended legislation to authorize tri-service participation in an expanded program. To prevent a drain on active duty personnel, use of selected retired personnel hired by the schools with their salaries subsidized by the government was proposed. This recommendation was acceptable to the military departments because of the small requirement for active duty personnel.

The President signed Public Law 88-647, the ROTC Vitalization Act of 1964, on October 13. It required the Secretary of each of the military departments to establish and maintain JROTC units. Not more than 200 units would be established each year by the Department of Defense and the maximum number of units would not exceed 1,200. The act also called for an equitable geographical distribution of JROTC units throughout the nation. From 1916 to 1964 JROTC was solely an Army program. Historically, JROTC has been a program most popular in the Southeastern United States and areas with large military bases nearby. Figure 2



A minimum enrollment of 100 students, at least 14 years of age and citizens of the United States was necessary for establishment and continuation of a unit. Schools were required to provide adequate facilities for classrooms, equipment storage space and drill areas, and conduct as a minimum a three-year course of military instruction. Course membership was limited to students who maintained academic and discipline standards acceptable to the military. Both active duty officers and retired officers were to be used as administrators and instructors. The Services were required to provide necessary course text materials, equipment and uniforms, and to establish the minimum performance standards for their respective units. The provisions authorizing the employment of retired military personnel enabled them to receive a rate of pay identical to the amount of pay they would have received on active duty. The difference between active duty and retirement pay was to be paid by the school. However, half the amount was reimbursed to the school by the military departments. Retired officer instructors were to be hired by the school and not the military departments. The law also required the President and the Secretary of each military department to publish implementing regulations not later than January 1, 1966.

At this point, Navy, Air Force and Marine programs began to take shape quickly. Each service curriculum consists of classroom instruction and summer training programs. Academic portions emphasize Service histories and traditions, technical information (e.g., air and space fundamentals in Air Force JROTC) and

case studies. Leadership instruction includes drill and ceremonies and extra curricular activities (color guards, drill teams, and marksmanship training). Summer camp training is an optional part of the program for about 10% of the students assuming unit leadership positions. Typically, camps last one to two weeks at a base or installation and features events involving orienteering, confidence course events, and hands on training with Service equipment. In all cases the intent of the curriculum is to develop citizenship values in students. Although the Services state that JROTC is not a recruiting tool, traditionally about half of high school graduates with more than two years participation in the program end up affiliated with the Services (active enlistment, reserve or guard enlistment, or officer pre-commissioning programs).

The President asked the Secretary of Defense to conduct a thorough study of the program to determine if it could be made responsive to the needs of our national defense and still be conducted at the lowest possible cost. The recommendations of the DOD study group were subsequently codified in a Department of Defense directive on JROTC, published in 1965. First, to make JROTC more supportive of Army recruitment, credit was authorized for those Junior cadets entering the senior division or enlisting in the Armed Forces. Graduates of the JROTC program received credit for no less than the first year of Senior ROTC when going on to college or advanced promotion at least to the grade of E-2 (Private), upon initial enlistment. Second, to encourage basic technical training for prospective enlisted men in JROTC a two-track curriculum was adopted. It included an "academic track" for students planning to enter college and a "technical track" combining military instruction with technical courses having a military application. Each program required up to 150 hours per year of course work and drill. Third, although congress mandated that retired military JROTC cadre were employees of the school and not the DOD, the military departments were authorized adequate control by regulating performance standards of the JROTC units and the qualifications of their instructors. The act stated that JROTC programs should be 100% manned by retired personnel, excepting the military high schools which were authorized one active duty officer (up to the grade of Major) and one active duty non-commissioned officer (up to the grade of Master Sergeant). The Army was authorized a maximum of 650 units, twice as many as the other Services, allowing it the capacity to accept both NDCC schools wishing to convert to JROTC and a large percentage of the schools on the waiting list for JROTC at that time.

As a result of the 1964 ROTC Vitalization Act, the Army JROTC program grew from 294 units in school year 1963-64 to 646 units in school year 1973-74. Enrollment increased from 74,421 to 110,839 during the same period. By the 1973-74 school year however, the impact of the Vietnam War and the ending of military conscription generated new demands for military education in America's secondary schools. The JROTC program was now expected to assist the Army

in reaching the goal of a totally volunteer Army. The Air Force, Navy, and Marine programs began to take shape and grow at a steady pace at this point in JROTC history. The chart below details unit growth rates by service each school year (except Marine Corps):

Table 1. Unit Growth Rates

School Year	1966-67	67-68	68-69	69-70	70-71
<i>Number of Units</i>					
Army	400	475	519	562	585
Navy	16	39	55	78	97
Air Force	20	65	112	144	160
School Year	1971-72	73-74	74-75	75-76	76-77
<i>Number of Units</i>					
Army	595	628	646	648	650
Navy	127	185	219	219	219
Air Force	194	235	275	266	275
School Year	1976-77	77-78	78-79	79-80	80-81
<i>Number of Units</i>					
Army	643	642	645	664	666
Navy	219	214	209	205	233
Air Force	276	275	274	278	285
School Year	1981-82	82-83	83-84	84-85	85-86
<i>Number of Units</i>					
Army	699	711	760	818	863
Navy	233	233	233	233	233
Air Force	285	286	286	286	286
School Year	1986-87	87-88	88-89	89-90	90-91
<i>Number of Units</i>					
Army	865	864	865	865	853
Navy	241	241	237	232	228
Air Force	296	306	316	316	316
School Year	1991-92	92-93	93-94	94-95	95-96
<i>Number of Units</i>					
Army	856	856	1142	1242	1357
Navy	228	226	318	359	397
Air Force	316	320	426	506	586

School Year	1996-97	97-98	1999-2002 (Projected)
Number of Units			
Army	1362	1368	1370
Navy	435	435	435
Air Force	609	609	609

These charts reflect the uneven and erratic growth rates of the JROTC program nationwide over the past 32 years. The program growth rate has been subject to congressional funding, public interest, and service support of the individual programs. Program growth has also been controlled and constrained by legislative language that mandates geographical dispersion and specific placement target goals in inner city schools and schools defined as at risk (based on financial resources available to the school and economic status of the family's sending students to those schools). The Army JROTC program represents the largest and most stable growth patterns. However, some years reflect growth rates as high as 33%, 30%, and 25%, while other years reflect growth rates of -2%, -1%, and -1%. From 1962 to 1997 the Army JROTC program grew by 364%. These patterns and constraints coupled with DOD budget pressures and opposition groups have made management of the program a considerable challenge for the program staffs who have been charged with the mission.

The Navy JROTC program reflects more stagnant growth rates over the past 32 years. The Navy reflects 10 separate years where there was no growth or decline at all in their overall programs. However, some years do reflect growth rates as high as 46%, 41%, and 31%, while others reflect growth rates of -2%, -2%, and -1%. From 1968 to 1997 the Navy JROTC program grew 691%.

The Air Force JROTC Program reflects growth patterns that mirror the Navy program. However, from 1968 to 1997 the Air Force JROTC program grew only 441%.

All four Services report that their program has basically stopped growing since 1966 and they anticipate no future growth. The service programs also state that funding is possibly driving possible negative growth in the out years. The Services currently have programs residing in approximately 7.5% of all public and private high schools in the United States.

In the wake of widespread anti-military sentiment occasioned by the Vietnam War, the Army felt compelled to expand further the JROTC program in the early 70's and make it even more appealing to American youth. Junior cadets were authorized to enlist in the Regular Army in the advanced grades of E-2 through

E-4, depending upon their performance and experience in JROTC. Qualified graduates were given a special honors category for nomination to the United States Military Academy. A court ruling during the summer of 1972 declared the exclusion of females from JROTC discriminatory. As a result female students began to enroll in JROTC in the fall of 1972. In July 1976 President Gerald Ford signed Public Law 94-361, which raised the total authorized level from 1,200 to 1,600 JROTC units. The Army was granted 200 of these new units, to be established at the rate of 50 per year. Due to the lack of funding, only 20 additional JROTC units were established prior to 1980.

In the late 70's the interest of teenaged Americans in the military began to revive. In 1980 the Commander, US Army Recruiting Command, directed his subordinates to coordinate and cooperate with the JROTC cadre to identify possible enlistment prospects. To help expand the existing number of JROTC units, Congress passed Public Law 96-342 in September 1980, which has since been extended indefinitely, lowering the required JROTC enrollment per unit from 100 to any amount not less than ten percent of the number of students registered at the institution. Because of these favorable developments, the Army leadership decided to complete the 1976 JROTC expansion plan. From 1983-84 through SY 1985-86, the Army JROTC program was enlarged by some sixty units per year, bringing the total to 883, close to the DOD limit. Unfortunately, the program was expanded too rapidly. Quantity was achieved at the expense of quality.

Prior to the activation of Cadet Command in 1986, the administration of the high school program was both decentralized and unsystematic. No centrally located, permanently dedicated Headquarters or staff was responsible for identifying and selecting new units, supervising cadre personnel management, updating the program of instruction, or determining program resource needs for the greatly expanded JROTC division. Prior to 1986 management of the program was looked at as a low priority function; it was spread across the many separate bureaucratic levels of the Senior ROTC program.

The rapid expansion of the JROTC between 1980 and 1985 overwhelmed the management capabilities of the Region Headquarters staffs during a period of budget constraints. This situation was exacerbated by the Balanced Budget and Emergency Deficit Control Act of 1985 (the Gramm-Rudman-Hollings Act) which forced the federal government to operate in a climate of financial austerity. Regrettably, the increase in the number of JROTC units had not been matched by any increase in headquarters junior program administrative personnel or funding.

As a result of these problems, on 8 November 1985 the Army Chief of Staff, General John A. Wickham, tasked the Commander, Training and Doctrine, US Army (TRADOC), General William R. Richardson, to conduct a detailed review of

all junior division operations and develop an improvement plan which would yield a well-organized, well-managed program, fully realizing JROTC's potential for marketing the Army's image and fulfilling the expectations of Congress. The Junior ROTC Improvement Plan (JRIP) was the result of the study effort.

The final version of the JRIP was designed to enhance the JROTC in three ways: (1) raise the program's image by improving cadet appearance and discipline, and by funding summer camps (2) enrich cadre quality, appearance and performance by clarifying the de-certification process, implementing training programs and annual appraisals. The plan also called for triennial re-certification of instructors and authorized the formation of Departments of Army Instruction (DAI) for school systems with multiple units (3) improve JROTC management by establishing a program evaluation plan, evolving a computerized management information system and contracting for the development of training material. The JRIP initiatives scheduled for implementation in 1987 included the contract for POI training materials, regulations detailing cadre appearance standards, cross enrollment, and cadre performance appraisals and re-certification.

Cadet Command issued new regulatory guidance in 1986 in the form of a new TRADOC Supplement to Army Regulation (AR) 145-2. The most important revisions were in the areas of instructor qualifications and duties. The minimum conditions for JROTC instructor certification became more stringent and more like those set for the cadre of the senior program. New instructors were required to be interviewed by Regional authorities and meet the weight and height standards of the Army. The supplement clearly stated that the cadre were employees of the school and responsible to the school authorities as well as the Army for the operation of the JROTC program. It was also during this period that the JROTC mission statement was refined to reflect the broad goals of the program.

Operation Young Citizen, the code name for the Army JROTC program's execution, was designed to help young Americans to transition through their adolescent years and help to develop them into responsible, productive adults of a democratic society. Consequently, the cadre would train young Americans for success through the accomplishment of certain objectives:

- Develop leadership and patriotism.
- Develop informed and responsible citizens.
- Strengthen character.
- Promote a historical understanding of the role of the citizen-soldier in a democratic society.
- Acquaint students with the technical requirements of the modern age.
- Develop an interest in the military Services as a possible career.
- Develop oral and written communication skills.

- Acquaint students with the history, purpose and structure of the military Services, emphasizing the accomplishments of the U.S. Army.
- Develop an understanding of educational and vocational opportunities offered by the US Army.
- Develop an appreciation of the value of physical and mental fitness.
- Develop the basic skills necessary to work effectively as a team member.
- Provide the motivation and means to graduate from high school.
- Develop self-confidence, responsibility, and a positive response to constituted authority.

The standardization of an educational system encompassing almost 900 high schools and 135,000 cadets, in such a grand fashion, required a primary staff section at the decision-making level of command. Accordingly, a new High School Directorate was created to standardize and regulate policy throughout the vast JROTC community. The organizational structure of the new staff section included an Operations Branch (later Division) to monitor all educational activities. By December 1987 the functions of the directorate had evolved into preparing plans and regulations, developing the curriculum, and monitoring the budget and manpower requirements for the entire junior program.

Under the organizational wing of Cadet Command, the JROTC program underwent expansion and qualitative upgrade throughout the late 80's and early 90's. By the autumn of 1992, the JROTC program consisted of 850 units and more than 126,000 cadets (39% of who were female) and had 2100 instructors, most of who had been thoroughly screened before being selected for JROTC duty. Represented within the JROTC ranks were 44 states and numerous other than the continental United States (OCONUS) stations.

In the wake of the August 1992 Los Angeles riots, President Bush and the Chairman of the Joint Chiefs of Staff, General Colin Powell, unveiled a bold new initiative to help American youth, which presented Cadet Command with perhaps the biggest challenge of its short history, to double the size of the JROTC program within a remarkably short time (five years). In an address to the faculty and students of the Lincoln Technical Institute (Union, New Jersey) on 24 August 1992, President Bush announced to the Nation:

Today I'm doubling the size of our Junior ROTC program. We're going to expand it to 2900 schools... JROTC is a great program that boosts high school completion rates, reduces drug use, raises self-esteem, and gets these kids firmly on the right track!

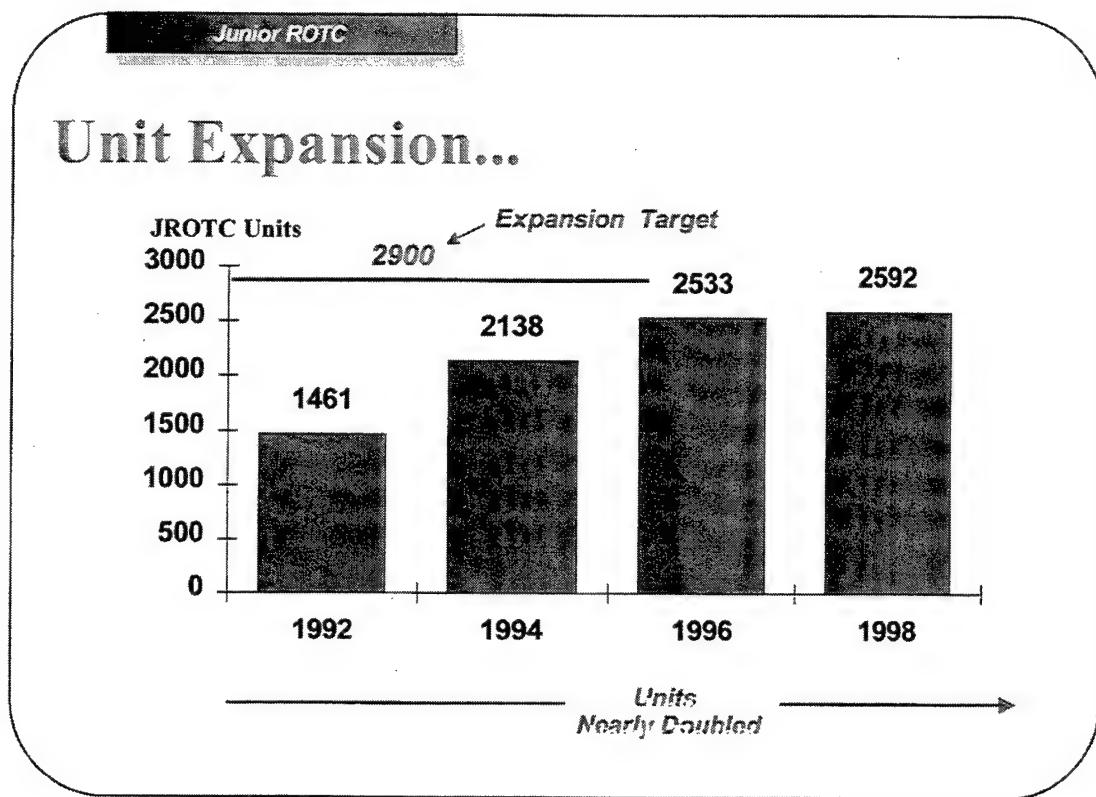


Figure 3. Unit Expansion

OASD(FMP)(MPP)/Accession Policy  
Current as of May 98<sup>ii</sup>

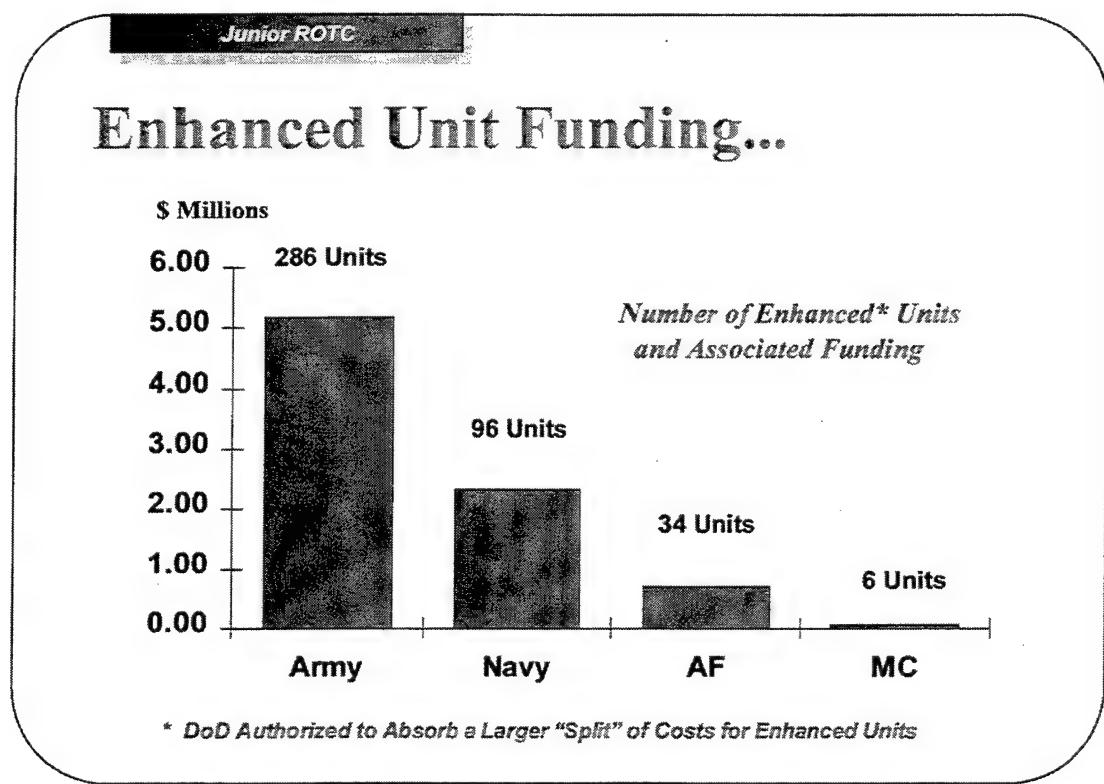
Section 533 of the National Defense Authorization Act for fiscal year 1993 (PL 102-484), amended 10 United States Code 2031, increased eligibility for an expanded JROTC program.<sup>iii</sup> Since the legislation was enacted, each of the Services has significantly increased the size and scope of its program. The expansion proved to be a daunting and challenging task for each of the Services, Army, Navy, Air Force and Marine Corps. The Services continued to develop their respective programs, while the school systems continued to maintain ownership. The programs worked hard to recruit quality retired commissioned and non-commissioned officers to fill all of the required instructor slots. The typical staff of instructors at each school is one retired officer (O-4 through O-6) and one retired noncommissioned officer (E-6 through E-9). The Services ramped up funding for program support and focused on improved instructional courses and teaching techniques leveraged by technology and support from other service elements.<sup>iv</sup>

General Powell proposed that JROTC be expanded, especially in inner cities, as an alternative to drugs and gang membership.<sup>v</sup> The final legislation approved by Congress gave the Services authority to more than double the size of the current

program, from 1600 units to a maximum of 3,500 units. The legislation also codified a new mission statement for JROTC that reads

It is a purpose of the Junior Reserve Officers' Training Corps to instill in students in the United States secondary educational institutions the value of citizenship, service to the United States, personal responsibility, and a sense of accomplishment.

An important aspect of the Fiscal Year 1993 JROTC legislation grants authority for the Secretaries of the Military Departments to provide financial assistance for schools in economically or educationally disadvantaged areas that cannot easily afford a program. The assistance consists of a greater Service share of instructor salaries than previously authorized by the law. Normally, the Services and school districts share equal costs of operating a JROTC unit. During the expansion period, a standard award of financial assistance to impoverished schools would be phased downward over a short period, not exceeding five years. In a typical five-year program, The Services would provide full instructor funding for two years, 75 percent funding for three years, and normal 50 percent funding thereafter.



OASD(FMP)(MPP)/Accession Policy  
Current as of May 98<sup>vi</sup>

Figure 4. Unit Funding

The pre-expansion JROTC program totaled 1,481 units, with 1,452 located in the United States and the remaining 29 found in the US territories and trust properties, and in overseas Department of Defense dependent schools. At least one Service unit was located in each state, with the lone exception of Montana. Overall, JROTC units were heavily subscribed in a crescent shaped area stretching from Texas to the Gulf coast, through the Southeast United States and up the mid-Atlantic region to Maryland. The five states with the most units were Texas (167), Florida (120), California (150), North Carolina (100), and Georgia (90). These five states accounted for approximately 40 percent of total unit strength.

Conversely, JROTC was underrepresented in the northern plains, the populous Northeast, and especially New England. States with little or no JROTC units were Montana (0), Vermont (1), South Dakota (1), Oregon (1), and six states with two units each (Delaware, Idaho, Iowa, Maine, New Hampshire, and North Dakota).

Although not a previously stated emphasis of the JROTC program, prior to the program expansion, the Services had already established JROTC units at 409 inner-city schools, or 28 percent of all units. The Army had the most inner-city unit's (272), followed by the Navy (86), the Air Force (32), and the Marine Corps (19). The five states with the most inner-city units were California (63), Texas (54), Illinois and Alabama (31), and Tennessee (29).

The following table summarizes the JROTC program prior to expansion in Fiscal Year 1993. Data includes the fair share distribution of maximum authorized units between the Services (decided by mutual agreement), number of units in place, program funding level, and student enrollment levels.

#### 1992, Unit, Funding and Enrollment Levels

<b>Service</b>	<b>Authorized Units</b>	<b>Actual Units</b>	<b>Funding (2,3)</b>	<b>Enrollment</b>
<b>Army</b>	896	856	\$ 43,120	125700
<b>Navy</b>	266	229	\$ 13,117	28658
<b>Air Force</b>	335	316	\$ 15,445	44400
<b>Marine Corps</b>	103	80	\$ 4,706	10757
<b>Total</b>	1600 (1)	1481	\$ 76,388	209515

(1) Statutory Ceiling (2) Thousand (3) Presidential Budget Submission

Source: OASD(FMP)(MPP)

Table 2. Unit Funding and Enrollment

In the fall of 1992, the Services were challenged to meet an aggressive unit expansion schedule. Significant additional resources were required to obtain the instructor personnel, supplies, and equipment needed to field a program nearly double in size. The original expansion estimates projected 63 units to stand-up in School Year 1992-93, 466 in School Year 1993-94, and the remaining 890 in School Year 1994-95, for a total of 1,419 units. In fact, each of the Services would need additional time to field all of the new units, up through School Year

1996-97. The total number of new units established during the expansion period would total 1,103, or nearly 80 percent of the original goal of 1,419 units.

Although the 1993 JROTC legislation permitted a maximum of 3,500 JROTC units, the expansion plan approved by the Secretary of Defense established a lower 2,900-unit goal. As shown, the total number of JROTC units established for all Services through the 1996-97 School Year peaked at 2,584 units. Bowing to post-Cold War fiscal realities, the Department of the Army in March 1995 instructed Cadet Command to halt the expansion at its existing level, which were 1,400 schools.

#### Expansion Goals and 1996 Unit Levels

<b>Service</b>	<b>Expansion Goal</b>	<b>1996 Unit Levels</b>
<b>Army</b>	1682	1366
<b>Navy</b>	435	435
<b>Air Force</b>	609	609
<b>Marine Corps</b>	174	174
<b>Total</b>	2900	2584

Source: OASD(FMP)(MPP)

**Table 3. Expansion Goals**

Establishing JROTC units in many more inner-city schools was a primary expansion goal. During the expansion period, 515 of the 1,103 new units, or 47 percent of all new units, were started in inner cities with populations greater than 150,000. When added to the pre-existing 409 inner-city units, the total of 924 inner-city units represents approximately 36 percent of all units. Upon completion of the expansion program, the five states with the most inner-city units were Texas (124), California (96), Florida (65), Georgia (51) and Maryland (42) units.

At the height of expansion activity in School Year 1995-96, all Services participated in assisting disadvantaged schools to establish JROTC units. Enhanced funding was provided to 324 needy schools. In these cases, the Services invested nearly \$9 million for at-risk youth in predominately inner-city schools. The Army provided the greatest number of schools (187), with funding assistance, followed by the Navy (81), the Air Force (49), and the Marine Corps (7).

Growth in JROTC units varied significantly by region. Albeit substantial, the smallest increase of 55 percent occurred in the East North Central region of the United States (Ohio, Indiana, Illinois, Michigan, Wisconsin). With few units in place in 1992 and a concerted effort by the Services to market the program during the expansion period, the New England states experienced the largest regional growth with more than a 100 percent increase in overall unit strength. The next table lists changes in growth for each region of the United States and overseas.

### Regional Growth Trends

<i>Region</i>	<i>Units in 1992</i>	<i>Units in 1996</i>	<i>Percent Increase</i>
<b>New England</b>	23	55	139 %
<b>Overseas</b>	29	62	113 %
<b>Mid-Atlantic</b>	93	192	106 %
<b>West North Central</b>	53	103	94 %
<b>Pacific</b>	135	253	87 %
<b>South Atlantic</b>	491	886	80 %
<b>West South Central</b>	253	415	64 %
<b>East South Central</b>	204	326	59 %
<b>Mountain</b>	88	138	56 %
<b>East North Central</b>	135	209	55 %
<b>Total</b>	1481	2584	74 %

Source: OASD(FMP)(MPP)/Accession Policy

Table 4. Regional Growth Trends

The JROTC program continues to be popular with educators, parents and students. At the onset of the expansion program in 1992, a large number of schools were already approved on the Services JROTC waiting list to receive the next available units. Fortunately these schools were first in line and promptly awarded new units during the expansion. Service marketing efforts, Congressional interest, and educator word of mouth would succeed in placing units in more than 800 additional schools. Strong interest in JROTC programs continues to this day. As shown below, Service's waiting list continue to grow past pre-expansion levels.

### Schools on Waiting List

<i>Service</i>	<i>1992</i>	<i>1996</i>	<i>1998</i>
<b>Army</b>	95	111	181
<b>Navy</b>	120	59	131
<b>Air Force</b>	28	77	118
<b>Marine Corps</b>	21	17	26
<b>Total</b>	284	264	456

Source: JROTC Program Headquarters:

Table 5

The following table summarizes the JROTC program as of School Year 1996-97.

### 1996 Unit, Funding and Enrollment Levels

<i>Service</i>	<i>Authorized Units</i>	<i>Actual Units</i>	<i>Funding</i>	<i>Enrollment</i>
<b>Army</b>	1645	1366	\$ 87,730	204821
<b>Navy</b>	700	435	\$ 35,340	53644
<b>Air Force</b>	945	609	\$ 36,345	86294
<b>Marine Corps</b>	210	174	\$ 13,476	21576
<b>Total</b>	3500	2584	\$ 172,981	366335

Source: OASD(FMP)(MPP)/Accession Policy

Table 6

Any complacency induced by previous accomplishments soon disappeared with the announcement of JROTC's unprecedented expansion. Immediately after the

President's address, General Wallace C. Arnold, the Cadet Command Commander, issued general guidance and directed his staff to prepare implementing instructions for the expansion process. Since the National Command Authority expected quick results, there was no time to waste.

By October 1992 the general outline of the expansion program had crystallized. It was to be a two-phased operation. Phase I, which called for the establishment of 200 new units throughout the nation, was to be completed by October 1993. Slated to run from the beginning of FY94 through the end of FY97. Phase II projected a regular annual addition to the number of JROTC units until the end goal of 1862 was met. Very ambitious objectives were set. It was decided that JROTC should have a presence in every state in the nation. Moreover, it was to be represented in every US City with a population exceeding 150,000 and in America's 100 largest school systems.

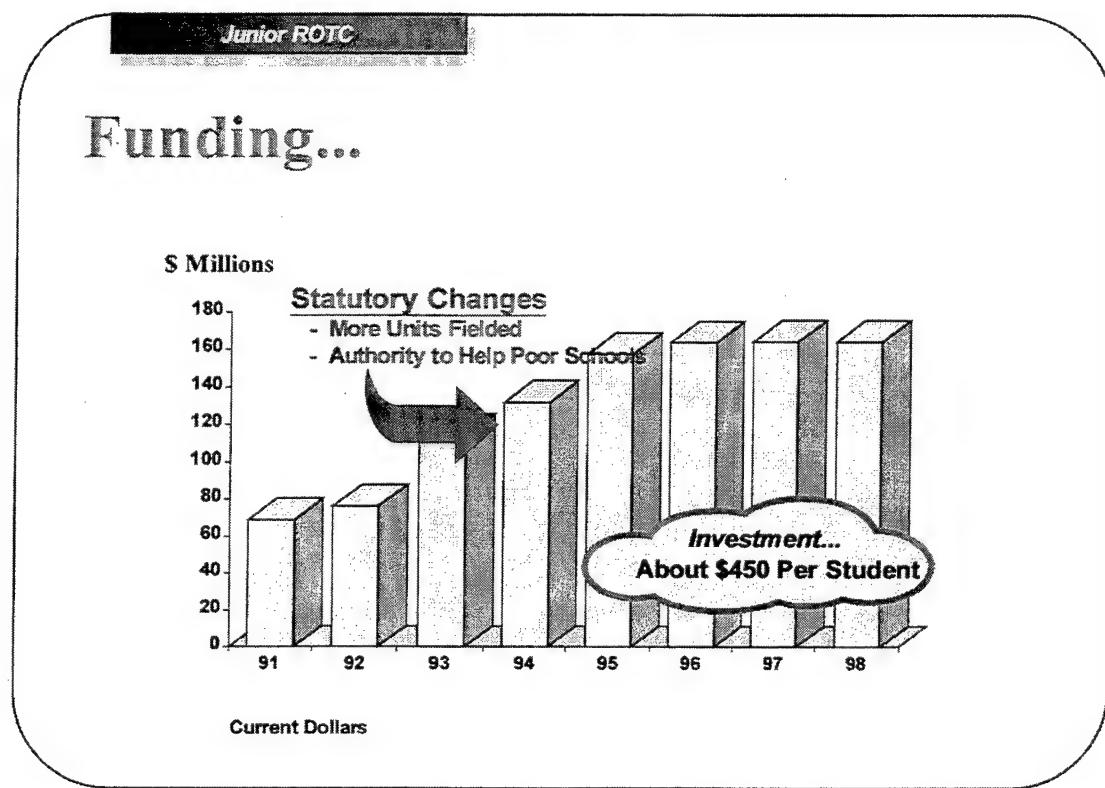


Figure 5

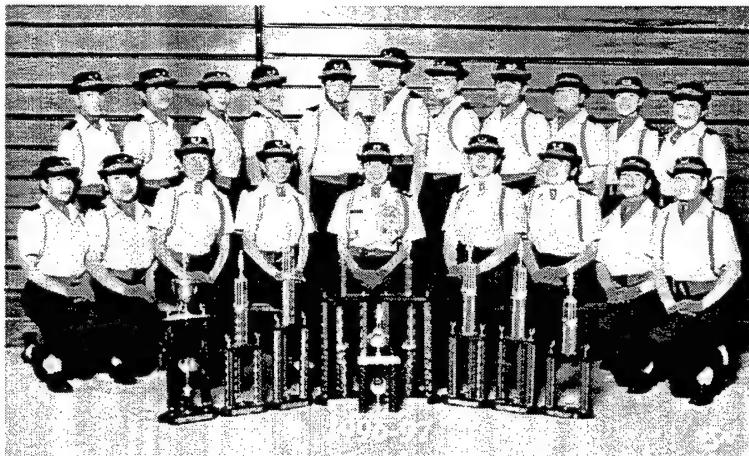
Cadet Command identified five primary target groups for JROTC expansion: (1) cross-enrolled schools (2) schools on the current waiting list for a JROTC program (3) inner-city schools (4) Cities with few or no programs (5) rural communities facing hardships or exceptional situations. The expansion was completed in the 1995-96 time frame. Only a handful of schools have been added or dropped from the service programs since the expansion.

The expansion of JROTC initiated by former Chairman of the Joint Chiefs of Staff General Colin Powell is the most significant and far-reaching change in the 80-year history of the program. By nearly every measure, the four-year expansion of the JROTC program was very successful.

All Services are currently consolidating their programs and continue to improve their programs with a relatively steady number of units being operated. The FY 1998-99 Presidents Budget reflects small amounts of change in the program. The budget calls for an increase of 3 units, however the budget reflects increased student enrollment (383,509, up 17,174) and decreased funding (\$168,743, down \$4,238,000). This trend appears very dangerous given inflation and initiatives to improve all aspects of the program. The expansion has greatly increased the JROTC program impact on American youth at a very modest cost per student; (FY 98 projection is \$440 per cadet per year). The program reflects tremendous team effort of the part of the Department of Defense and school districts across the nation.

The questions to be addressed now are: "What is the current status?", and "Where do we go from here to insure continued success?"

Figure 6



## Chapter 2: Current Overview of JROTC and the Debate

### The "Macro Fit" of JROTC

JROTC is a program steeped in tradition and service to the community and country. The program has now been in place for more than 81 years, 18 years prior to the stock market crash of 1929. With the addition of Navy, Air Force and Marine programs, JROTC has truly permeated the fabric of American Society. Advertising executives on Madison Avenue in New York will tell you that you can't even get a good message to permeate the conscious of the country for less than \$200 million a year (by the way, message delivery cost is escalating at a rate of 4.5%-6.5% per year, depending on the medium you choose to deliver the message with, print, radio, television, etc...). It appears that JROTC is here to stay. But the question is, were is JROTC and how does it fit in a "Macro Sense". What is the size of JROTC compared to other nation wide programs and what level of resources does JROTC expend compared to other programs? The charts below were constructed to put JROTC in perspective compared to other nation wide organizations.

**Size Comparison: Membership By Year:**

ORGANIZATION	1994-95	1995-96	1996-97	1997-98
<b>BOY SCOUTS</b>	877,350	887,717	906,778	939,887
<b>GIRL SCOUTS</b>		218,629	228,116	230,445
<b>FFA</b>	444,497	452,885	449,814	
<b>FHA</b>	xxxx	xxxx	xxxx	226,262
<b>KEY CLUB</b>	xxxx	176,039	192,616	198,699
<b>JROTC</b>	292,425	340,798	383,739	393,144

Source: Information obtained by phone from National Headquarters of all organizations listed

Table 7.

Many believe that the future of a nation lies in its youth. Adolf Hitler was no exception--he saw an entire generation of future fighters who could complete his vision of the world. This led to the creation of a youth organization within the Third Reich called the Hitler Jugend (HJ). In 1936 the HJ was required for all boys between the ages of 15-18. Previously it had been an organization devoted to teaching youth Nazi ideology through hiking trips and other youth activities, and by 1934 it had over 3.5 million members. In 1936 the organization became more militaristic. The youth began to march in war formations and practice fighting with shovels since armed regiments of soldiers were not allowed under the Treaty of Versailles agreement after World War I. Although there were many who rebelled against compulsive service, most youth became involved in the party organization and would eventually move on into the SS, Waffen-SS, and German Army.<sup>vii</sup>

America's youth face a great number of challenges that can lead to increased

risk of legal, social, financial, educational, emotional, and health problems. A number of federally supported programs have been established to address these "At-Risk" youth. A 1997 GAO report, on At-Risk youth programs identified over 127 such programs falling under 15 government agencies, (no data was collected on DOD programs in this report). Seven of these agencies are funded at less than \$10 million per year and combined only account for approximately 1% of the total expenditures for At-Risk youth programs.

As can be seen from the following chart, the DOD JROTC program, although funded in excess off \$163 million for FY96, falls in the middle of those agencies with significant funding for this issue. In fact, the funding for the JROTC program in FY96, represented approximately 4% of the over \$4 billion spent by the federal government for At-Risk youth programs.

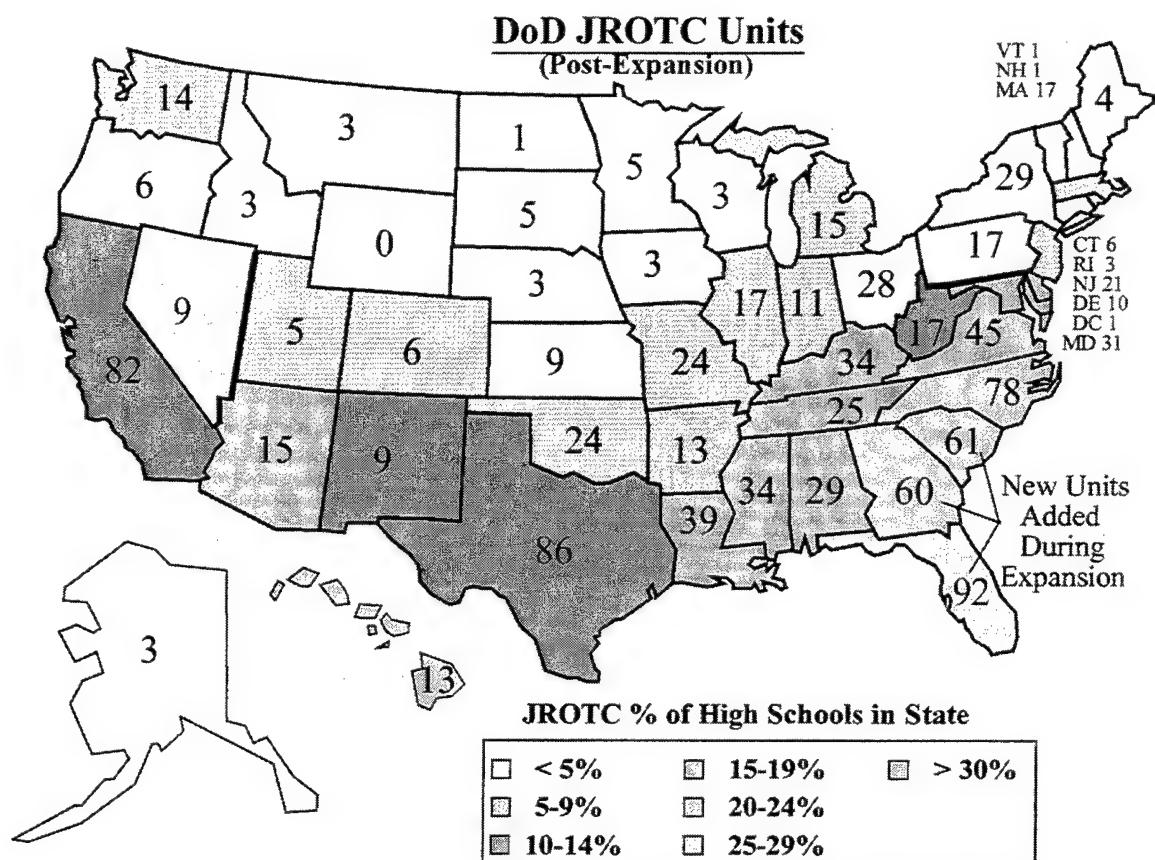
#### Agency Expenditures for At-Risk Youth Programs

<b>AGENCY</b>	<b>FY95 (\$ MILLIONS)</b>	<b>FY96 (\$ MILLIONS)</b>
<i>Department Of Agriculture</i>	\$76.2	\$75.6
<i>Corporation For National Service</i>	\$117.0	\$114.0
<i>All JROTC Programs</i>	\$157.0	\$163.0
<i>Department Of Justice</i>	\$250.2	\$248.6
<i>Department Of Education</i>	\$784.5	\$780.7
<i>Dept. Of Health And Human Services</i>	\$918.8	\$922.3
<i>Department Of Labor</i>	\$1,471.2	\$2,215.8
<b>Total</b>	<b>\$3,774.9</b>	<b>\$4,520.0</b>

Source: GAO/HEHS-97-211R At Risk Youth Programs FY99 President's Budget.<sup>viii</sup>

Table 8.

Currently JROTC programs reside in high schools in all 54 States and Territories. Department of Defense schools have programs in Japan, Korea, Germany, Italy, American Samoa, the Northern Marianas, and the Canal Zone in Panama. The 2,587 high schools with programs represent a penetration rate of 7.69% of the 33,601 public and private high schools. As stated earlier, the distribution is based on specific constraints, and school districts must request a program before it is offered by the Services. The greatest penetration rate is in the State of Florida, over 30% of all high schools have a program. Georgia, South Carolina, and North Carolina have penetration rates above 25%. Texas, California, Virginia, and others states have penetration rates above 15%. The lowest penetration rates (less than 5%) are in the Northeast and Northwest, including the states of New York, Pennsylvania, Oregon, Colorado, Ohio and other states. Refer to the maps below to see the current distribution of programs around the country. .



**Figure 7**

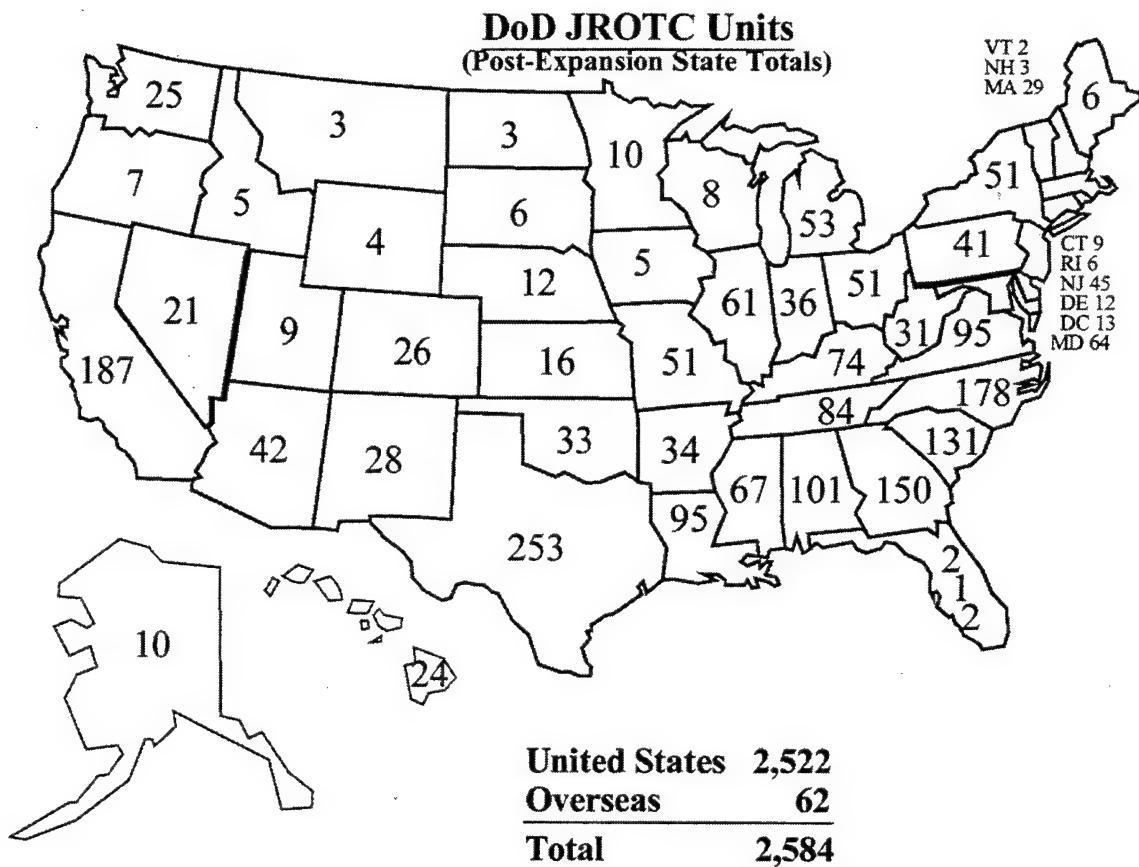


Figure 8

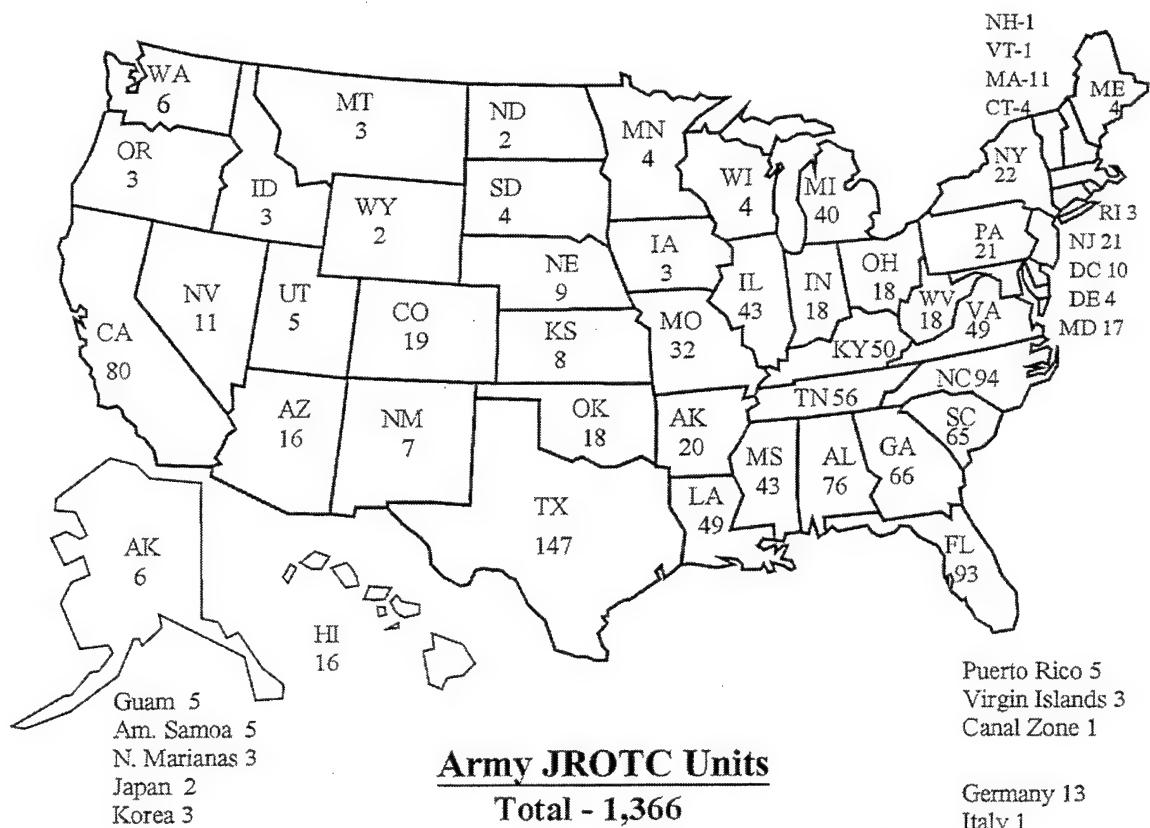


Figure 9

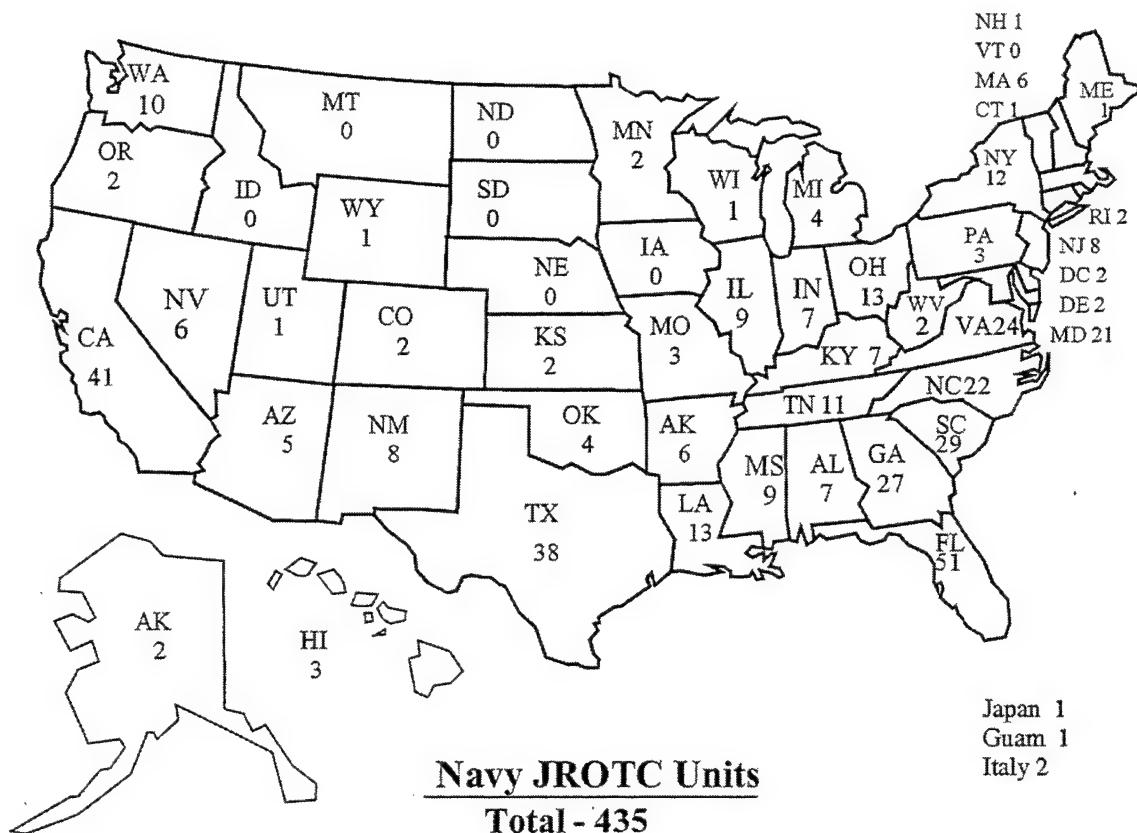


Figure 10

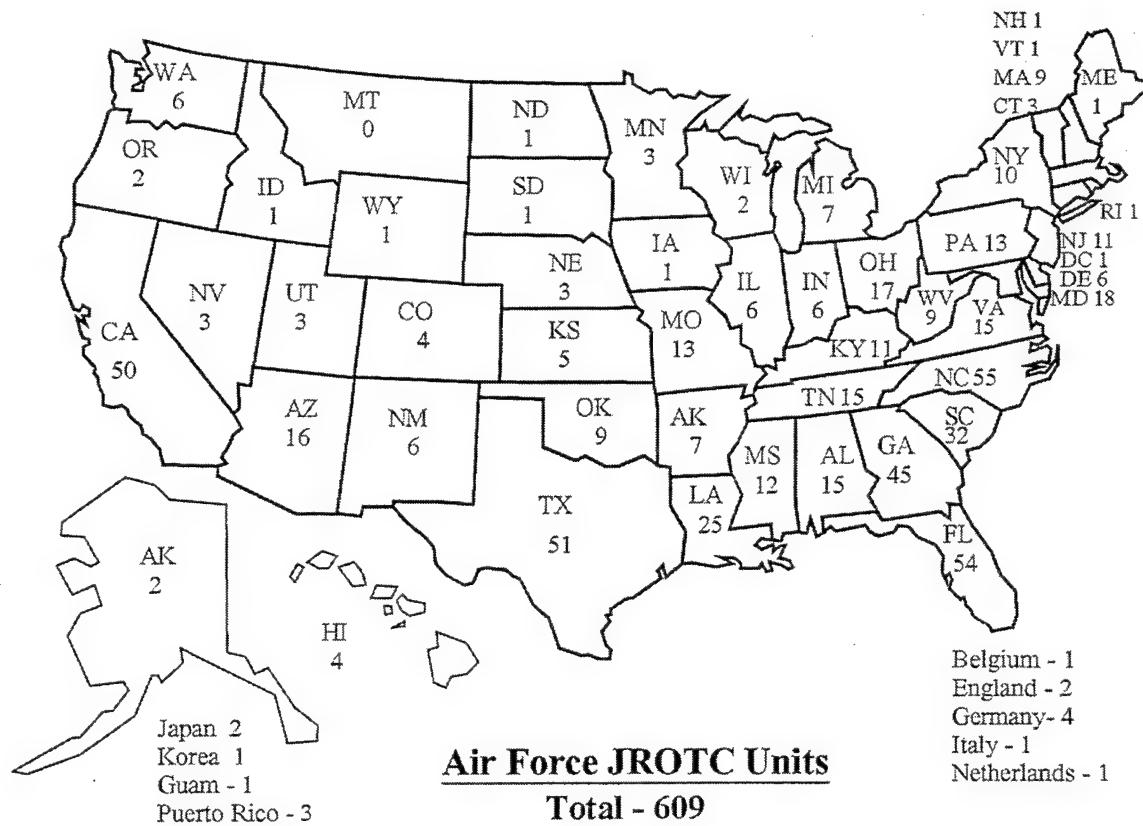


Figure 11

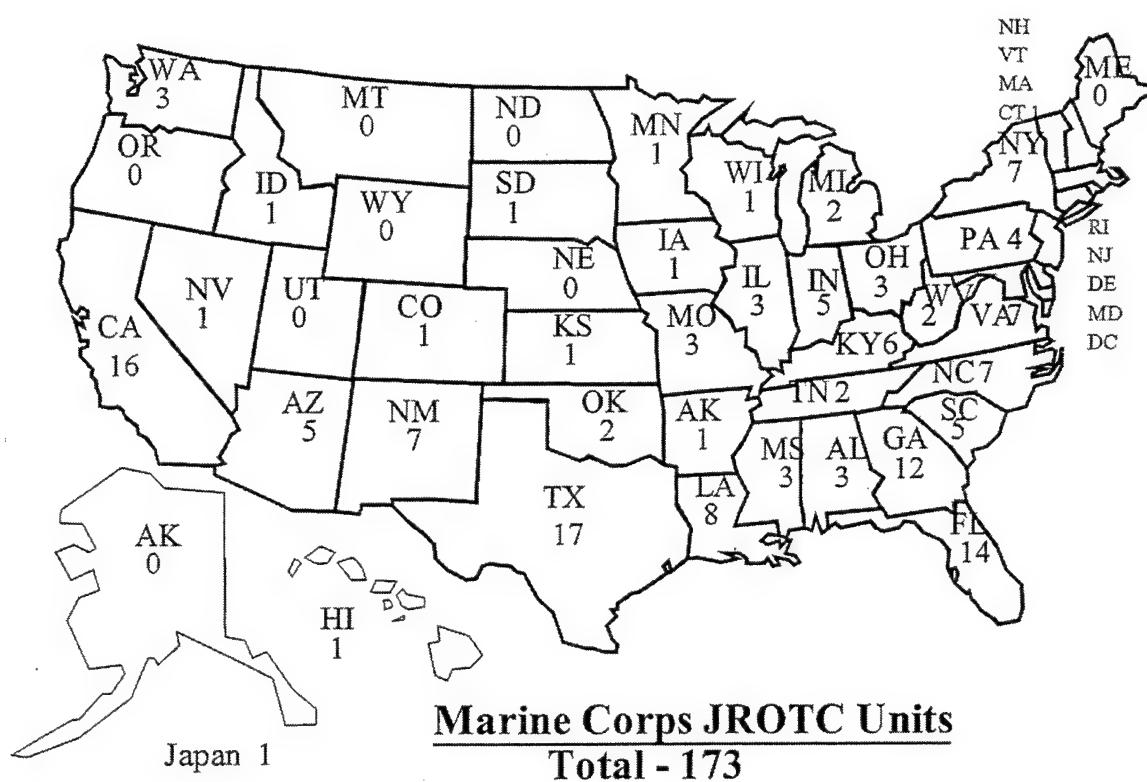


Figure 12

The JROTC program demographics show some very interesting trends about whom the program serves and where JROTC is headed in the future. The latest reports provided by the DOD state that there are currently 924 inner-city units in inner-city high schools, (36% of all units). The five states with the most inner-city units are Texas, California, Florida, Georgia, and Maryland. This would lead one to ask, what about New York City, Philadelphia, Detroit, Phoenix, Indianapolis, Boston, Cleveland, Denver, Kansas City, Saint Louis, and Columbus? Perhaps the school systems did not request the programs. DOD states that at the height of expansion activity in School Year 1995-96, all Services participated in assisting disadvantaged schools to establish JROTC units and that enhanced funding was provided to 324 needy schools (13% of all units). The investment was estimated to be nearly \$9 million for at-risk youth in predominately inner-city schools.<sup>ix</sup>

The population demographics of JROTC students compared over time and to the general populations of all high schools in the country also provides some interesting trends. The table below depicts general high school population and demographic data.

**High Schools by Type, 1994 (Table 9)**

Type of High School	Enrollment
Public	23,046
Private	10,555
Total	33,601

**High School Enrollment by Sex, 1995 (Table 10)**

Sex	Enrollment	Percentage
Male	7,926,000	52 %
Female	7,308,000	48 %
Total	15,234,000	

**Total Public High School Enrollment, Ethnic Groups  
(Table 11)**

Ethnic Group	Percentage
Caucasian	65.5 %
Black	16.7 %
Hispanic	13.0 %
Asian	3.6 %
American Indian	1.1 %

**Average SAT Scores, 1994-95 (Table 12)**

Area	Score
Math	482
Verbal	428

Sources:

DES, US Department of Education, National Center for Educational Statistics, 1996 DES.  
CPR, Bruno, Rosalind, and Andrea Curry. US Department of Commerce, and US Census Bureau, Current Population Reports, April 1997.<sup>x</sup>

The DOD does not collect population breakout and ethnic data on JROTC students from the four separate Services. However, the Services do collect the data in different types of formats. The following table reflects data reported by the Services which shows their respective student populations from school years 1994-95 to 1997-98.

JROTC REPORTED POPULATIONS MALE/FEMALE - ETHNIC BREAKOUT								
	94/95 #	94/95 %	95/96 #	95/96%	96/97 #	96/97%	97/98 #	97/98 %
<b>Army</b>								
Male	103522	58.07%	117405	57.32%	131998	57.27%	127961	56.08%
Female	74719	41.91%	87416	42.68%	98500	42.73%	100202	43.92%
<b>Total</b>	<b>178271</b>	<b>100.00%</b>	<b>204821</b>	<b>100.00%</b>	<b>230498</b>	<b>100.00%</b>	<b>228163</b>	<b>100.00%</b>
Caucasian	90500	50.77%	80285	39.20%	85869	37.25%	86702	38.00%
Black	41819	23.46%	75373	36.80%	86892	37.70%	88985	39.00%
Hispanic	15104	8.47%	17748	8.67%	21485	9.32%	31942	14.00%
Asian	0	0.00%	0	0.00%	0	0.00%	0	0.00%
Amer Ind	0	0.00%	0	0.00%	0	0.00%	0	0.00%
Other	30848	17.30%	30361	14.82%	36252	15.73%	20534	9.00%
<b>Total</b>	<b>178271</b>	<b>100.00%</b>	<b>203767</b>	<b>99.49%</b>	<b>230498</b>	<b>100.00%</b>	<b>228163</b>	<b>100.00%</b>
<b>Navy</b>	<b>94/95 #</b>	<b>94/95 %</b>	<b>95/96 #</b>	<b>95/96%</b>	<b>96/97 #</b>	<b>96/97%</b>	<b>97/98 #</b>	<b>97/98 %</b>
Male	26414	59.00%	30333	57.48%	33966	56.84%	35533	56.65%
Female	18353	41.00%	22441	42.52%	25791	43.16%	27191	43.35%
<b>Total</b>	<b>44767</b>	<b>100.00%</b>	<b>52774</b>	<b>100.00%</b>	<b>59757</b>	<b>100.00%</b>	<b>62724</b>	<b>100.00%</b>
Caucasian	24803	53.51%	29338	53.55%	33367	53.79%	35835	54.83%
Black	14080	30.38%	16118	29.42%	17585	28.35%	17276	26.43%
Hispanic	5884	12.69%	7268	13.27%	8805	14.19%	9613	14.71%
Asian	1280	2.76%	1582	2.89%	1958	3.16%	2268	3.47%
Amer Ind	305	0.66%	432	0.79%	320	0.52%	365	0.56%
Other	0	0.00%	0	0.00%	0	0.00%	0	0.00%
<b>Total</b>	<b>46352</b>	<b>100.00%</b>	<b>54788</b>	<b>99.91%</b>	<b>62035</b>	<b>100.00%</b>	<b>65357</b>	<b>100.00%</b>
<b>Air Force</b>	<b>94/95 #</b>	<b>94/95 %</b>	<b>95/96 #</b>	<b>95/96%</b>	<b>96/97 #</b>	<b>96/97%</b>	<b>97/98 #</b>	<b>97/98 %</b>
Male	40724	60.06%	48381	58.79%	52471	57.53%	56140	56.35%
Female	27078	39.94%	33913	39.94%	38736	42.47%	43485	43.65%
<b>Total</b>	<b>67802</b>	<b>100.00%</b>	<b>82294</b>	<b>100.00%</b>	<b>91207</b>	<b>100.00%</b>	<b>99625</b>	<b>100.00%</b>
Caucasian	35407	52.22%	42550	51.70%	47156	51.70%	50221	50.41%
Black	21934	32.35%	26509	32.21%	28946	31.74%	32030	32.15%
Hispanic	7458	11.00%	9601	11.67%	11248	12.33%	13192	13.24%
Asian	1931	2.85%	2342	2.85%	2460	2.70%	2915	2.93%
Amer Ind	398	0.59%	415	0.50%	458	0.50%	541	0.54%
Other	674	0.99%	876	1.06%	938	1.03%	725	0.73%
<b>Total</b>	<b>67802</b>	<b>100.00%</b>	<b>82294</b>	<b>100.00%</b>	<b>91207</b>	<b>100.00%</b>	<b>99625</b>	<b>100.00%</b>
<b>Marines</b>	<b>94/95 #</b>	<b>94/95 %</b>	<b>95/96 #</b>	<b>95/96%</b>	<b>96/97 #</b>	<b>96/97%</b>	<b>97/98 #</b>	<b>97/98 %</b>
Male	8878	69.00%	10152	66.00%	13607	67.00%	16195	65.00%
Female	3988	31.00%	5320	34.59%	6702	33.00%	8720	35.00%
<b>Total</b>	<b>12866</b>	<b>100.00%</b>	<b>15382</b>	<b>100.00%</b>	<b>20309</b>	<b>100.00%</b>	<b>24915</b>	<b>100.00%</b>
<b>DOD</b>	<b>94/95 #</b>	<b>94/95 %</b>	<b>95/96 #</b>	<b>95/96%</b>	<b>96/97 #</b>	<b>96/97%</b>	<b>97/98 #</b>	<b>97/98 %</b>
Male	179538	59.12%	206271	58.05%	232042	57.75%	235829	56.77%
Female	124138	40.88%	149090	41.95%	169729	42.25%	179598	43.23%
<b>Total</b>	<b>303676</b>	<b>100.00%</b>	<b>355361</b>	<b>100.00%</b>	<b>401771</b>	<b>100.00%</b>	<b>415427</b>	<b>100.00%</b>
Caucasian	150710	49.63%	152173	42.82%	166392	41.41%	172758	41.59%
Black	77633	25.63%	118000	33.21%	133423	33.21%	138291	33.29%

A comparison of the male/female/ethnic data in the data tables shows the following trends:

<b>Trends in Male/Female/Ethnic JROTC Enrollment</b>						
<b>Total HS Enrollment</b>	<b>1995 %</b>	<b>JROTC</b>	<b>94/95 %</b>	<b>95/96 %</b>	<b>96/97 %</b>	<b>97/98 %</b>
<b>Male</b>	52 %		59.12 %	58.05 %	57.75 %	56.77 %
<b>Female</b>	48 %		40.88 %	41.95 %	42.25 %	43.23 %
<b>Caucasian</b>	73 %		49.63 %	42.82 %	41.41 %	41.59 %
<b>Black</b>	15 %		25.63 %	33.21 %	33.21 %	33.29 %
<b>Hispanic</b>	12 %		9.37 %	9.74 %	10.34 %	13.18 %

Table 14

These data reflect large cultural shifts in the JROTC student population over the past 4 years; this represents a shift in whom the program serves and who is choosing to be a part of the program. Female enrollment continues to rise dramatically at an average rate of almost 1% per year. The magnitude of change is even greater given the fact that total cadet enrollment has risen by more than 100,000 students over the past three years. The past two years have also seen no new unit additions by any of the Services. All of the enrollment growth is in the increasing of the number of cadets in the current units (possibly a sign of increased program popularity). The old stereotype that the military environment is male dominated does not hold true for JROTC, and soon may be the reverse in actuality (later in the paper we will provide a trend projection forecast). The flip side is that male enrollment continues to decline percentage wise, but not in total numbers. Caucasian enrollment represents a much smaller percentage than the school population as a whole, 49.63% vs. 73%, a 23.37% difference. This is probably more a by-product of program location than any other variable, but can not only be attributed to that factor without detailed demographic analysis. The more salient point is that the programs quit expanding into inner-cites in 1995, but Caucasian enrollment continues to decline at an average rate of 2.68% per year.

Black student enrollment jumped 7.58% in the 95/96 school year and has held steady. The percentage jump occurred at the end of the expansion period. Black JROTC student enrollment represents 25.63% of total JROTC enrollment, vs. only 15% of the total high school population enrollment. The 10.13% difference shows that black students find JROTC an appealing option. Hispanic JROTC student enrollment has also increased percentage wise by an average of 1.27% per year over the three year period of data collected. The data tables reflect that total Hispanic enrollment in high schools was approximately 12%, while during the same period (1995 school year) Hispanic students made up 9.74% of the JROTC population. By school year 1997 the percentage of

Hispanic cadets in the JROTC program had jumped to 13.18%. These large cultural shifts are currently changing the face of JROTC and re-defining whom the program serves. The cultural shifts have many implications for many aspects of the programs future development.

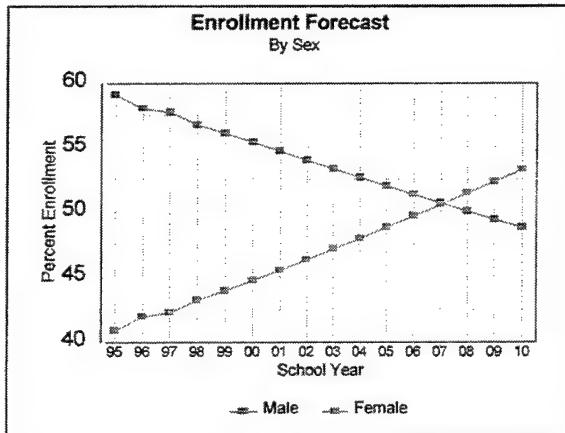


Figure 13

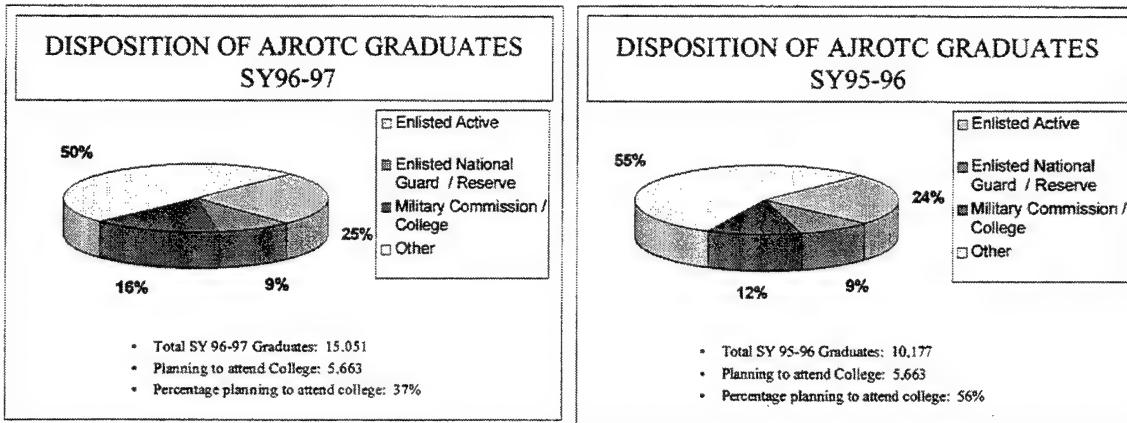
A forecast model of male/female enrollment trends suggests that females may represent the largest number of JROTC cadets around 2007.

#### Male/Female JROTC Enrollment Forecast

Year	Male	Female
<b>Actual</b>		
95	59.12	40.88
96	58.05	41.95
97	57.75	42.25
98	56.77	43.23
<b>Forecast</b>		
99	56.11	43.95
00	55.40	44.73
01	54.70	45.51
02	54.01	46.31
03	53.33	47.13
04	52.66	47.96
05	51.99	48.81
06	51.34	49.67
07	50.69	50.54
08	50.05	51.44
09	49.42	52.34
10	48.80	53.27

Table 15

## WHERE JROTC GRADUATES PLAN TO GO AFTER HIGH SCHOOL

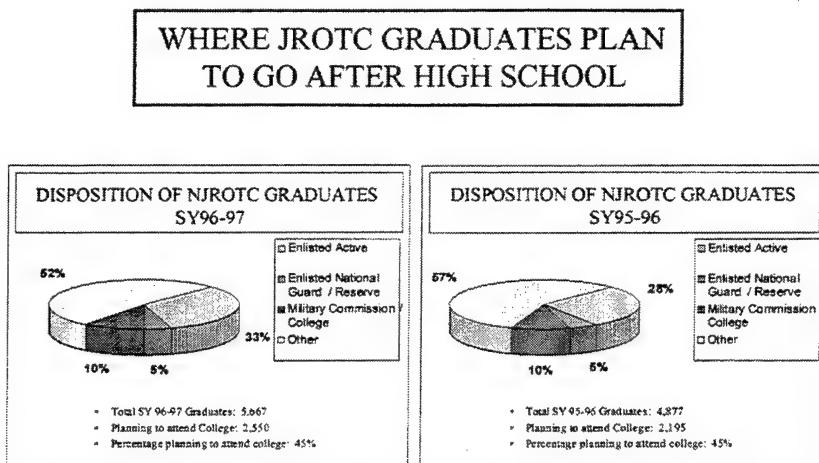


Source: Army, Navy, Air Force, and Marine Corps JROTC Programs Disposition of Cadets Reports

**Figure 14**

### **ARMY**

- Army charts reflect a steep climb in interest to serve the military.
- Interest increase in commissioned service programs.
- Decline in interest to go to college.
- Large increase in cadet graduate output.
- Great return on investment to the military with 50% planning to serve in some capacity of military service or training, in SY96-97 cadet reports (highest percentage of all Services).

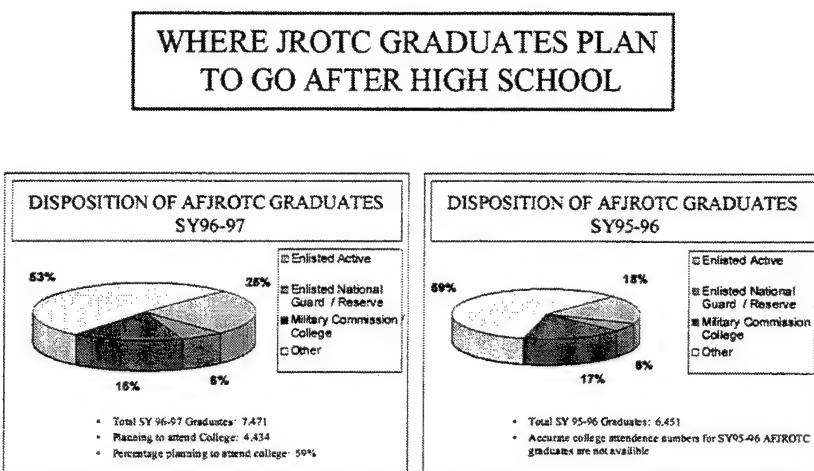


Source: Army, Navy, Air Force, and Marine Corps JROTC Programs Disposition of Cadets Reports

Figure 15

## NAVY

- Large interest increases in enlisted service.
- Higher rates of cadet graduate output.
- Great return on investment to the military with 48% planning to serve in some capacity of military service or training, in SY96-97 cadet reports.

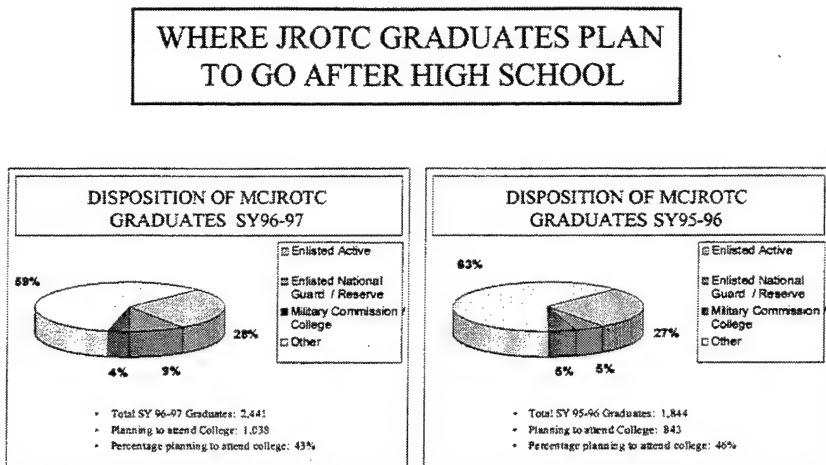


Source: Army, Navy, Air Force, and Marine Corps JROTC Programs Disposition of Cadets Reports

Figure 16

## AIR FORCE

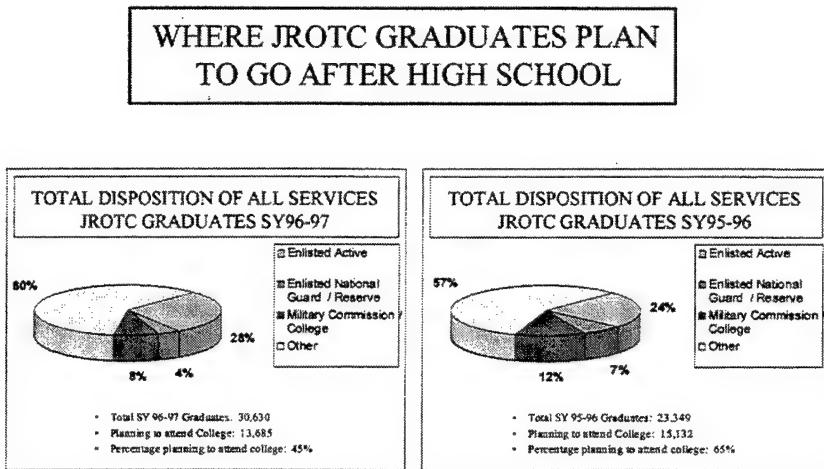
- Large interest increases in enlisted service.
- Higher rates of cadet graduate output.
- Percentage of cadets planning to attend college (59%), is the largest of all Services for SY96-97.
- Great return on investment to the military with 47% planning to serve in some capacity of military service or training, in SY96-97 cadet reports.



Source: Army, Navy, Air Force, and Marine Corps JROTC Programs Disposition of Cadets Reports

**Figure 17  
MARINE CORPS**

- Interest increase in joining the National Guard and Reserve Components.
- Higher rates of cadet graduate output.
- Reduced interest in college.
- Great return on investment to the military with 41% planning to serve in some capacity of military service or training, in SY96-97 reports.



Source: Army, Navy, Air Force, and Marine Corps JROTC Programs Disposition of Cadets Reports

**Figure 18  
DEPARTMENT OF DEFENSE COMPOSITE OF ALL SERVICES**

- Great return on investment to the DOD with 40% planning to serve in some capacity of military service or training, in SY 96-97 reports.
- Substantial interest in enlistment for active duty service, up from the previous year and some interest in enlistment in the Guard and Reserve Components, but down from the previous year. A key factor given the tremendous cost of recruitment and retention for the Services and the current difficulty in the recruiting market.
- Planning to attend college is down significantly(approximately 20%).
- Planning to attend any service-commissioning program is down 33% from SY96-97 to SY95-96.
- Cadet graduate output is up significantly, from SY95-96 to SY96-97 approximately 31%.

### **Chapter 3: Mission, Objectives, Structure and Operating Environment**

The Fiscal Year 1993 Defense Authorization Act codified the mission statement for JROTC as follows "It is a purpose of the Junior Reserve Officers' Training Corps to instill in students in United States secondary educational institutions the value of citizenship, service to the United States, personal responsibility, and a sense of accomplishment".

The Department of Defense provides oversight to all Services in the administration of their respective JROTC programs. Each Service has a separate Headquarters element, which oversees and administers the program to all field high school units. The Services act separately from each other and report through traditional service Training Headquarters to DOD. Each Service has fielded different and distinct Headquarters organizations to administer their programs. All Services link their Junior ROTC programs to their Senior ROTC programs. The senior programs reside at colleges and universities and act as a commissioning source for each respective service.

The operating environment consist of four small and separate cadres of active military officers and career Department of Defense civilians who administer policy, funding, and program oversight. The four Service elements are located as follows; (1) US Army, Fort Monroe, Virginia (2) US Navy, Pensacola Naval Air Station, Pensacola, Florida (3) US Air Force, Maxwell Air Force Base, Montgomery, Alabama (4) US Marine Corps, St. Louis, Missouri. The cadres provide the base functions of oversight through a series of contracts signed between the respective Services and individual school districts.

#### **Department of Defense, Army, Air Force, Navy and Marine Corps Programs**

The Department of Defense control element is located at the Pentagon, Washington DC. The cell is located in the Office of the Assistant Secretary of Defense (FMP) (MPP)/Accession Policy. The Department of Defense issues guidance, responsibilities and procedures to the Services to implement policy derived from congressional legislation through written Department of Defense Instructions, (DODI). The primary DODI issued to the Services to provide guidance on the administration of the JROTC program is DODI Number 1205.13, dated December 26, 1995. The DODI covers all responsibilities and procedures to be followed by the separate Services. The DODI states that the distribution of JROTC programs will be set at the following percentages, Army 47%, Navy 20%, Air Force 27% and the Marine Corps 6%.<sup>xi</sup>

The Army operates the largest number of programs across the country. The Army JROTC program consists of approximately 1,370 units and a student enrollment of 280,000 students, producing an average unit size of 150 cadets.

The Army program funds 3,400 uniformed instructors, 80 non-uniformed instructors (Career Academies), 95 personnel at the school district level (47 Directors of Army Instruction and their staffs) and 6 Communities in Schools employees. The High School Directorate falls under the Command and Control of the US Army Cadet Command and consists of 2 officers and 24 civilians who are responsible for program management. Primary functions include curriculum development, instructor management, instructor pay, logistics and automation. Junior ROTC staffs at three Regions consist of 3 positions, either active duty or civilian personnel. The 13 subordinate brigades are staffed with a minimum of one officer and one non-commissioned officer. The four brigades with the largest number of JROTC units have additional authorizations. Total brigade Junior ROTC authorizations is 31 personnel. The effectiveness of the program is evaluated against the objectives that support the mission. Supporting objectives include:

- Promoting citizenship
- Developing leadership
- Enhancing communication skills
- Strengthening self-esteem
- Providing the incentive to live drug free
- An appreciation of the military Services and their accomplishments (with emphasis on the US Army)
- Improving physical fitness
- Promoting high school graduation
- Learning to work as a member of a team

The primary vehicle for attaining these objectives is the Program of Instruction, which includes components pertaining to citizenship, leadership, communications, drug awareness, and physical fitness. The Army states that teamwork, improved self-esteem, and high school graduation derive from the total program and active mentorship and guidance by the JROTC instructors.

The National Director, Army JROTC, provided the following comments and observations:

The Army, through its executive agency, US Army Cadet Command collects data concerning cadet performance each year. However, some objectives, such as "Promoting Citizenship" are not readily measurable. Accordingly, some evidence of program effectiveness is testimonial and anecdotal: teachers, school officials, parents and cadets themselves attest to the positive difference that JROTC has made for individual cadets, the school, and the community. Comparison is made to statistics reported from the same schools hosting JROTC programs. Comparison to national norms is not appropriate since so many JROTC programs are targeted toward "at risk" youth.

Key performance measures indicate that Army cadets are more self-disciplined, attend class more frequently, are less likely to drop out of school, and that seniors are more likely to graduate. Key performance measures for cadets:

- Discipline: 6.9% fewer infractions (3.7% vs. 10.6%)
- Attendance: 1.7% higher (63.3% vs. 61.6%)
- Retention: 3.2% lower (3.5% vs. 6.7%)
- Graduation: 3.9% higher (97.1% vs. 93.2%)

Army cadets performed better than the school in every area that is routinely measured by educators, including slightly better academic performance: GPA 2.8 vs. 2.6; SAT 833 vs. 821; ACT 20.5 vs. 19. Meanwhile, it is recognized that confounding variables prevent firm conclusions.

Graduating senior cadets were surveyed concerning their post-graduation intentions. They are about equally oriented on attending college and entering the Armed Services.

- College bound: 49.3%
- Vocational-Technical bound: 6.6%
- Armed Services: 33.1% (Active and Reserve enlistment's)
- Senior ROTC: 6%
- Senior ROTC Scholarships: 4.3%
- Total Military: 44.7%<sup>xii</sup>

JROTC is one of the Army's contributions to assisting America's youth. The Army believes it produces more successful students and productive adults, and that it brings to each school a more constructive and disciplined learning environment. Army JROTC makes substantial contributions to its communities and ultimately to the fabric of the nation. Subsequent studies should include a longitudinal survey comparing JROTC cadets, matched with their non-cadet contemporaries, at 10 or 20 years post high school. Data supporting the above comments was collected during academic school year 1995-96.

The Navy operates the third largest program of the Services, consisting of 435 high school units. The Naval JROTC, (NJROTC) program falls under the command and control the Chief of Naval Education and Training(CNET), Pensacola, Florida. The NJROTC program was established by Public Law 88-647 on 13 October 1964 and may be found in Title 10, US Code, and Chapter 102. The NJROTC Program Manager has a small Headquarters staff located at CNET. The staff consists of 13 full time military and civilian personnel. Eight regional Area Managers and eight clerical assistants serve across the country as a closer link to the individual host schools. Total overhead personnel are 29 full time military and civilian employees. Primary functions of the staff include policy development, operational planning, instructor management, budgeting,

curriculum development, and logistics support. Department of the Navy CNET Instruction 1533.9J, dated 10 July 1996 provides written guidance for the program administration. The stated purpose and objectives of NJROTC are as follows:

Purpose: to instill in students in the United States secondary educational institutions the values of citizenship, service to the United States, personal responsibility, and a sense of accomplishment.

Supporting objectives include:<sup>xiii</sup>

- Promote patriotism
- Develop informed and responsible citizens
- Promote habits of orderliness and precision and develop respect for constituted authority
- Develop a high degree of personal honor, self-reliance, individual discipline, and leadership
- Promote an understanding of the basic elements and requirements for national security
- Develop respect for and an understanding of the need for constituted authority in a democratic society
- Provide incentives to live healthy and drug free
- Develop leadership potential
- Provide an alternative for gangs
- Promote high school completion
- Provide information on the military Services as a possible career

The primary vehicle for attaining these objectives is the Navy Program of Instruction, which includes components pertaining to leadership, Navy ships and missions, maritime geography, citizenship, oceanography, Naval history, seamanship, first aid, principles of health education, career planning, meteorology and weather, and survival training. Additional subjects include military justice, astronomy, international law and the sea, national security, personal communications, drug abuse prevention, and naval operations. Optional subjects include contemporary issues, human relations, saber drill, orienteering and methods of instruction.<sup>xiv</sup>

The 435 high school units are distributed throughout the country. The units are divided into eight geographical areas. Each regional area is under the supervision of an Area Manager. Area Managers are active duty personnel who are assigned by the Bureau of Naval Personnel to serve as the Navy's regional representatives. Area Managers serve as the Navy's direct link to the individual Host Schools, the NJROTC units, and the community. Assigned duties and

responsibilities include administration, logistical support, training coordination and public liaison. The Area Manager is also responsible for the following duties: (1) conducting annual unit inspections, evaluating prospective Host School's facilities; (2) assisting school administrators in the establishment or dis-establishment of NJROTC units; (3) interviewing prospective Naval Science instructors and assisting Host Schools in the employment of instructors; (4) coordinating area wide competition and comprehensive events; (5) the dissemination of information, keeping units informed of current policy and guidance. <sup>xv</sup>

The Naval Training Systems Center, Orlando Florida, published Technical Report 92-015 (Benefits Analysis of the Naval Junior Reserve Officers Training Corps) in June of 1992. The Commander, CNET, directed the report in view of emphasis on cost effectiveness and shrinking resources available to the Navy. The report evaluated the benefits of the NJROTC to the Navy, the secondary school system, and the cadet students. Conclusions of the report included the following observations:

- The NJROTC program provides an avenue of opportunity in skill development for the cadet.
- The program establishes a constructive environment for growth and development.
- For many, the NJROTC program provides a positive alternative and a place to belong.
- Regardless of peer pressure, the cadets were satisfied with their experience and willingly participated in the program.
- The availability of the program appears to play a factor in many cadets' decision to remain in school.
- The community, school, cadets and the parents of cadets strongly endorse and support the program.

The following recommendations were made by the report:

- First, routine assessment of cadets and NJROTC units is needed to determine changes in perceptions and attitudes regarding the program, and to evaluate trends.
- Second, a longitudinal study of graduating senior cadets is needed to assess the impact of the program on the cadet after graduation. The tracking of seniors after graduation would document the number of JROTC cadets who actually enter the military, as well as, provide the capability to compare their performance in the military to the performance of non-JROTC enlistees. A standard metric (i.e. man-hours) for time spent in community service and volunteerism should be established. This would document time helping the community and Host School.<sup>xvi</sup>

The report stated that academic instructors were surveyed in 37 Host Schools and asked to compare JROTC cadets to the overall school population in several areas of character and performance. A total of 126 academic instructors responded to survey request. The results are in the following table:

### **Evaluation of Cadets in Relation to Overall School Population**

<b>Response</b>	<b>Much Better n (%)</b>	<b>Slightly Better n (%)</b>	<b>No Difference n (%)</b>	<b>Slightly Worse n (%)</b>	<b>Much Worse n (%)</b>
<b>Dimension</b>					
<b>Respect for Authority</b>	90 (71.4)	26 (26.6)	9 (7.1)	1 (.8)	
<b>Appearance</b>	85 (67.5)	32 (25.4)	8 (6.3)	1 (.8)	
<b>Behavior</b>	84 (66.7)	33 (26.2)	9 (7.1)		
<b>Self-Discipline</b>	77 (61.1)	36 (28.6)	12 (9.5)	1 (.8)	
<b>Self-Respect</b>	75 (59.5)	40 (31.7)	10 (7.9)	1 (.8)	
<b>Assuming Leadership Positions</b>	68 (54.0)	43 (34.1)	15 (11.9)		
<b>Attendance (2 missing)</b>	66 (53.2)	45 (36.3)	13 (10.5)		
<b>Pride in one's work (1 missing)</b>	56 (44.8)	50 (40.0)	18 (14.4)	1 (.8)	
<b>Volunteering to assist Instructors</b>	52 (41.3)	46 (36.5)	28 (22.2)		
<b>Respect for Peers</b>	51 (40.0)	55 (43.7)	19 (15.1)	1 (.8)	
<b>Work ethic (2 missing)</b>	48 (38.7)	52 (41.9)	23 (18.5)	1 (.8)	
<b>Study Habits</b>	36 (28.6)	58 (46.5)	32 (25.4)		

*n = 126 academic instructors<sup>xvii</sup>*

Table 16

The Host Schools were also asked to rate the impact of the NJROTC program on the school and community where the program resided. The Host Schools perceived positive impact on the school and community, with a high level of support for the program by the school, community leaders and the parents. Based on that written feedback, it appears that the NJROTC program plays a vital role in the communities and schools that host a NJROTC unit.<sup>xviii</sup>

The Air Force operates the second largest number of programs across the country, consisting of 609 Air Force JROTC (AFJROTC) units worldwide. The AFROTC program falls under the command and control of the Commander of the Air Education and Training Command (AETC/CC), Maxwell AFB, Montgomery, Alabama. The Chief, Junior Program Branch (AFROTC/DOJ), manages program operations, instructor management, curriculum, and is responsible for overall program content, direction, and coordination.<sup>xix</sup> The Junior Program Staff is located at Maxwell AFB, Montgomery Alabama and consists of 13 military and civilian personnel. The primary functions of the staff mirror the responsibilities of the branch chief.

The success and effectiveness of the AFJROTC Program is measured against the stated mission and published objectives. The Mission is:

To educate and train high school cadets in citizenship; promote community service; instill responsibility, character, and self-discipline; and provide instruction in air and space fundamentals.

The overall objectives of the AFJROTC program are to instill in high school cadets:

- Values of citizenship
- Service to the United States
- Personal responsibility
- Sense of accomplishment

The mission and objectives stated above are designed to develop in cadets:

- An appreciation of the basic elements and requirements for national security
- Respect for and an understanding of the need for constituted authority in a democratic society
- Patriotism and an understanding of their personal obligation to contribute to national security
- Habits of orderliness and precision
- A high degree of personal honor, self-reliance, and leadership
- Broad-base knowledge of the aerospace age and fundamental aerospace doctrine
- Basic military skills
- A knowledge of and appreciation for the traditions of the Air Force
- An interest in completing high school and pursuing higher educational goals or skills
- An understanding of the Air Force and military as a possible career path

The AFJROTC curriculum is designed to assist the Air Force instructor staff in

meeting the above objectives and goals related to the development of AFJROTC cadets. The curriculum is a four-year program and includes aviation history, science of flight, exploration of space, leadership courses and personal development courses. Additional subjects include communication skills, study habits, time management, individual behavior, group behavior, ethics, wellness, health and fitness.<sup>xx</sup>

The AFJROTC program has no permanent intermediate staffing structure between the Headquarters level and the individual instructors at the school systems where their programs reside. The program designates Region Commanders (the senior instructor within a geographical region) to coordinate activities between schools and the headquarters level. Region Commanders ensure that staff visits and inspections are conducted by area managers or a designated AFROTC representative as directed. Region Commanders assist in other areas such as supply, logistics, contract compliance and financial management.<sup>xxi</sup> The program also designates Area managers (selected instructors) to perform other specific duties. The Area manager reports to the Region Commander on the conduct of the program at units within their area. The Area manager serves as the Region Commander's primary oversight mechanism and staff representative and assists units with facilities, supply, security, administrative matters, and school or community relations.

Each individual school program is staffed with a Senior Aerospace Science Instructor (SASI), and Aerospace Science Instructor (ASI). Staffing levels vary at individual schools based on the size of the cadet population. The instructors are employed by the host school with the concurrence of AFROTC to manage and conduct the AFROTC program in accordance with AFROTC directives. The SASI reports to the principal (or equivalent) and insures that applicable instructions are complied with and the unit is maintained in an efficient, military manner. The ASI is supervised by, and reports directly to, the SASI. Detailed guidance for instructors is found in AFROTC 36-4.

The AFJROTC program has also developed and operates an advisory council, (Council of Secondary School Affairs, COSSA), which meets annually. The council is comprised of representatives from high schools and districts hosting AFJROTC units. COOSA advises and makes recommendations to the AFROTC and AFOATS commanders regarding current issues and problem areas.

The AFROTC Branch Chief provided the following comments and observations during an interview session. He stated that the AFROTC program was working very well and that the Air Force viewed the program as valuable and provided all the necessary resources for mission accomplishment. The program manager stated that his staff conducts routine surveys of students and that the results continue to remain very positive. The program manger stated that his staff recently conducted a survey of high school principles with AFJROTC programs

in their schools and that the results were also very positive.

The Marine Corps operates the smallest of the four service programs, consisting of 174 Marine JROTC (MCJROTC) units worldwide. The Marine Corps has programs in 39 of the 50 States, and operates no programs in Puerto Rico, Guam, the Virgin Islands or Washington DC. The Marine Corps operates one program in DOD schools in Japan. The ROTC Vitalization Act of 1964, Public Law 88-647 authorized the beginning of the Marine Corp JROTC program. The act allocated an additional 1,200 programs of which the US Navy was allocated 275, and subsequently passed 52 to the Marine Corps.

On July 14, 1974 Congress expanded the program to 1,600 units, under which the Marine Corps was allocated a total of 110 units. On August 24, 1992, Congress expanded the program to 3,500 units under which the Marine Corps was allocated a total of 200 units.

The Marine Corps JROTC Training Program pamphlet states that:

MCJROTC is not combat training, nor is it a recruiting program. It is an academic course of instruction, which combines the advantages of military leadership training with those of secondary education. The curriculum is designed to develop pride, confidence, self-discipline, and to instill a desire for achievement and self-improvement in the cadets.<sup>xxi</sup>

The Marine Corps JROTC program office falls under the command and control of the Director, Training and Education Division, Quantico, Virginia. Department of the Navy, Marine Corps Order P1533.6C, dated 7 June 1989, provides the written guidance for the program administration. The stated mission of MCJROTC is "To provide a course in Leadership Education to develop informed citizens, strengthen character by teaching of discipline, and develop and understanding of the responsibilities of citizenship". The purpose and objectives of the MCJROTC mission are as follows:

Purpose-The purpose of the MCJROTC training is to present classes and activities to the cadet that are of such a nature as to be of immediate value. The thrust of classes and activities should develop the leadership abilities of each cadet so they become better citizens no matter what career pattern is chosen.

- Develop informed and responsible citizens.
- Develop leadership skills.
- Strengthen character.
- Promote an understanding of the basic elements and requirements for national security.
- Help form habits of self-discipline.
- Develop respect for, and an understanding of, the need for constituted

authority in a democratic society.<sup>xxiii</sup>

Each Marine Corps program is authorized a minimum of two instructors, one commissioned Senior Marine Instructor (SMI), and one non-commissioned Marine Instructor (MI). Like all other Services, the Marine Corps program certifies all instructors to be capable and forwards applications to the individual schools and school districts for final hiring decisions. Any school can fire and remove instructors who are not performing at an acceptable level. The Marine Corps can de-certify instructors and remove them from programs if they fail to adhere to specific service guidelines. Both of these instances occur rarely. The Marine Corps operates in a similar fashion to other programs and requires schools to go through an application process to receive a program. The Marine Corps program currently has 48 schools on a waiting list who have qualified for a program and are waiting for the Marine Corps program office to receive additional resources to support the request.

Mr. Les Wood is the program director of the Marine Corps program and maintains a small service headquarters staff (3 personnel) to administer the entire national program. The Marine Corps program has no intermediate staff headquarters, i.e., region, brigade, battalion elements to assist in program administration. However, they do use support staff personnel from Senior ROTC programs and their Recruiting Command elements to support mission accomplishments. The support staff is broken up into six geographical districts: 1st, 4th, 6th, 8th, 9th, and 12<sup>th</sup>. Districts are the designations for the intermediate support staff. Each district staff has one commissioned officer, one non-commissioned officer and two or three civilians employed to provide liaison, logistical support, communication flow and general administrative functions.

## **Chapter 4: The Critical Components, Written Agreements/Contracts, Funding, Curriculum, and Instructor Management.**

All four Services operate their programs through a series of contracts and agreements between the individual service and the host school systems. The contracts of each service are very similar in nature. The contract defines all of the responsibilities of each party. The contracts are approximately 4 to 5 pages in length, legally binding, and contain options for cancellation. Key elements offered to host school systems in the contracts by the Services are listed below:

- Partial salary payment of service instructors
- Logistical support of uniforms and equipment
- Reimbursement for telephone usage and transportation support
- Curriculum development, books and lesson plans

Upon acceptance of the contract the school system agrees to the key points listed below:

- Hire qualified instructors certified by the individual Services as meeting all guidelines and requirements of the program
- Partial salary payment of service instructors
- Acceptance of service curriculum
- Provide adequate classroom, storage, and drill field space
- Comply with the provisions of law and regulations pertaining to the conduct of JROTC programs

The JROTC programs offers two additional contract options to school systems. The programs offer contracts for school systems to form a National Defense Cadet Corps (NDCC), and a program called Career Academy. The two programs are very different in nature and differ substantially from the traditional JROTC program.

NDCC units are operated in a very similar manner as the traditional program. The primary difference is the amount of resources provided by each of the two partners. NDCC programs receive very little funding and operational support from the Army. The school system is required to pay all instructor salaries, pay for all curriculum and books, and for all uniforms and equipment. The program was designed to accommodate schools who wanted programs and could afford to resource them from their own budgets. The program now consist of 5 schools and has had very little interest due to the cost to school systems.

In October 1992, the Department of Defense (DOD) announced its plans to jointly establish military career academies with the Department of Education (DOE). The programs have been placed in large urban school districts

considered most in need. The program is modeled on the long-standing high school career academy. Career Academies are JROTC programs that are schools within schools, known as "JROTC Career Academies" and "JROTC Partnership Academies". The Services provide enhanced resourcing to urban schools defined as "at risk" schools. The academy includes the traditional JROTC program and additional military instructors to work in the career academies. The Army currently supports thirty career academies and ten partnership academies. Career academies integrate vocational and academic curriculums. Academies use team teaching techniques, block scheduling, and reduced class sizes. Academies form partnerships between DOD, DOE, local colleges and universities, business and industry, and the local community. Reports from the academies reflect remarkable results at the cost of substantially more resources provided by the partners involved.

Funding of the JROTC programs of all four Services continues to be a thorny and controversial issue. The Department of Defense (DOD), collects and publishes funding data for the separate service components:

***Junior Reserve Officers Training Corps***

***(O&M and RPA Appropriations)***

	<b>FY1995</b>	<b>FY1996</b>	<b>FY1997</b>	<b>FY1998</b>	<b>FY1999</b>
<b>Army</b>					
<b>O&amp;M Resources</b>	<b>67,780</b>	<b>70,312</b>	<b>68,517</b>	<b>73,867</b>	<b>73,423</b>
<b>Uniform &amp; Subsistence</b>	<b>16,839</b>	<b>12,727</b>	<b>18,224</b>	<b>13,682</b>	<b>14,080</b>
<b>Service Totals</b>	<b>84,619</b>	<b>83,039</b>	<b>86,741</b>	<b>87,549</b>	<b>87,503</b>
<b>Avg. Cadet Enrollments</b>	<b>167,534</b>	<b>204,821</b>	<b>206,774</b>	<b>198,637</b>	<b>198,748</b>
<b>Investment Per Cadet</b>	<b>505</b>	<b>405</b>	<b>419</b>	<b>441</b>	<b>440</b>
<b>Units (World-wide)</b>	<b>1,370</b>	<b>1367</b>	<b>1370</b>	<b>1,370</b>	<b>1,370</b>
<b>Navy</b>					
<b>O&amp;M Resources</b>	<b>21,093</b>	<b>23,165</b>	<b>22,988</b>	<b>22,510</b>	<b>22,830</b>
<b>Uniforms and Subsistence</b>	<b>12,234</b>	<b>11,368</b>	<b>9,370</b>	<b>8,008</b>	<b>7,751</b>
<b>Service Totals</b>	<b>33,327</b>	<b>34,553</b>	<b>32,358</b>	<b>30,518</b>	<b>30,581</b>
<b>Avg. Cadet Enrollments</b>	<b>51,445</b>	<b>52,774</b>	<b>59,757</b>	<b>63,342</b>	<b>58,994</b>
<b>Investment Per Cadet</b>	<b>648</b>	<b>655</b>	<b>541</b>	<b>482</b>	<b>518</b>
<b>Units (World-wide)</b>	<b>398</b>	<b>435</b>	<b>435</b>	<b>435</b>	<b>435</b>
<b>Marine Corps</b>					
<b>O&amp;M Resources</b>	<b>6,236</b>	<b>8,257</b>	<b>8,732</b>	<b>8,876</b>	<b>9,201</b>
<b>Uniforms and Subsistence</b>	<b>3,301</b>	<b>5,910</b>	<b>3,273</b>	<b>3,140</b>	<b>3,184</b>

<b>Service Totals</b>	<b>9,537</b>	<b>14,167</b>	<b>12,005</b>	<b>12,016</b>	<b>12,385</b>
<i>Avg. Cadet Enrollments</i>	<b>16,864</b>	<b>16,801</b>	<b>21,924</b>	<b>22,446</b>	<b>22,968</b>
<i>Investment Per Cadet</i>	<b>566</b>	<b>843</b>	<b>548</b>	<b>535</b>	<b>539</b>
<i>Units (World-wide)</i>	<b>136</b>	<b>174</b>	<b>174</b>	<b>174</b>	<b>174</b>
<i>Air Force</i>					
<i>O&amp;M Resources</i>	<b>22,288</b>	<b>23,886</b>	<b>25,037</b>	<b>24,661</b>	<b>26,557</b>
<i>Uniforms and Subsistence</i>	<b>7,614</b>	<b>8,137</b>	<b>8,085</b>	<b>9,521</b>	<b>9,450</b>
<i>Avg. Cadet Enrollments</i>	<b>67,802</b>	<b>82,294</b>	<b>91,284</b>	<b>95,849</b>	<b>100,642</b>
<i>Investment Per Cadet</i>	<b>441</b>	<b>389</b>	<b>363</b>	<b>357</b>	
<i>358</i>					
<i>Units (World-wide)</i>	<b>506</b>	<b>609</b>	<b>609</b>	<b>609</b>	
<i>609</i>					

<b>DOD Totals</b>					
<i>O&amp;M Resources</i>	<b>117,397</b>	<b>125,640</b>	<b>125,274</b>	<b>129,914</b>	<b>132,011</b>
<i>Uniforms and Subsistence</i>	<b>39,988</b>	<b>38,142</b>	<b>38,952</b>	<b>34,841</b>	
<i>34,465</i>					
<i>Service Totals</i>	<b>157,385</b>	<b>163,782</b>	<b>164,226</b>	<b>164,265</b>	
<i>166,746</i>					
<i>Avg. Cadet Enrollments</i>	<b>303,645</b>	<b>356,690</b>	<b>379,739</b>	<b>380,274</b>	
<i>381,352</i>					
<i>Investment Per Cadet</i>	<b>518</b>	<b>459</b>	<b>432</b>	<b>432</b>	
<i>437</i>					
<i>Units (World-wide)</i>	<b>2,410</b>	<b>2,585</b>	<b>2,588</b>	<b>2,588</b>	
<i>2,588</i>					
<i>Source: OASD(FMP)(MPP)(AP) dated April 13, 1998</i>					
<i>1/ O&amp;M funding for instructor salaries(approx. 85%), textbooks, travel, educational materials, and miscellaneous expenses.</i>					
<i>2/ Actuals through FY96.</i>					
<i>3/ Source, FY99 President's Budget</i>					

Table 17 Appropriations

A quick and simple analysis of funding shows that all Services have reduced funding per cadet over the past five years. Given the impact of simple inflation and the external pressures to provide better programs, there appears to be a widening gap between mission and resources. All service programs continue to

make improvements in curriculum content and support materials, instructor training, and technology advances in a world that is being driven by digital requirements. Instructor training, curriculum development, and technology improvements continue to be critical concerns of the four service programs. The programs do well with what they have, but need more funding to remain competitive and cutting edge. Also, the number of programs remain stable, but cadet enrollment continues to climb at a steady pace. The increased enrollment adds additional instructor requirements and cost and places stress on the existing systems. All Services have stated that they can drive forward in some areas of the program, but others have to suffer. Given the current funding picture, it seems logical to assume that any unit expansion would have to be preceded by a considerable funding plus up to meet all of the current requirements (possibly 20%, approximately 33 million more in the DOD budget in FY99).

The long term funding picture looks even more austere given the pressure being placed on the current and future DOD budgets. Historically, funding pressures have been passed downward and all subordinate Services and organizations have had to take their share of the cuts. These pressures will become more severe as the federal government continues to deal with entitlement programs and the deficit. The program is currently at the mercy of training command budgets, which continue to dwindle. Future survival, improvement and possible expansion will require considerable congressional support and some innovative solutions that represent permanent change.

Instructor management is a key component that drives the level of success or failure of each program at each individual school. All four Services have similarities in the way they screen, certify, and de-certify their instructor force. Each service provides an instructor training program and also requires periodic instructor re-certification. Below is a brief description of a Senior Marine Instructors (SMI) job description:

The Senior Marine Instructor manages the entire MCJROTC Program at his respective school. He functions as a regular faculty member and, in most cases, has the same responsibilities as other teachers and department heads in the school. The uniform is worn in the discharge of his daily duties. The curriculum itself provides citizenship and leadership training, general military subjects, and drill, as well as weapons training and marksmanship. The SMI distributes the teaching requirements between the Marine Instructor (s) and himself. In addition to his teaching duties, the SMI will work with both the school and community in maintaining and strengthening the MCJROTC Program.<sup>xxiv</sup>

Other Services also have job descriptions to help guide and direct their instructor personnel . The reality of the matter is that each instructor works for the school principal and the principal can and usually does amend the instructor's duties to

include a laundry list of additional requirements. Most instructors welcome this because it allows them to get involved with their schools and build better programs. A few instructors we interviewed displayed a desire to limit their extra-curricular requirements, due to commuting requirements or the need for a second job to supplement income.

The Air Force JROTC program provided the study group with a summary which succinctly lays out the demographics and qualifications of their instructor personnel. The following charts provide a snapshot of the instructors at AFJROTC programs.

**Air Force Instructor Demographics**

<b>Rank</b>	<b>Number</b>	<b>Percent</b>	<b>Average Age</b>
<b>Colonel</b>	169	12.3 %	56
<b>Lieutenant Colonel</b>	291	21.3 %	53
<b>Major</b>	156	11.4 %	47
<b>Captain</b>	22	1.6 %	46
<b>Officer Total</b>	638	46.6 %	
<b>Chief Master Sergeant</b>	218	15.9 %	53
<b>Sergeant</b>			
<b>Senior Master Sergeant</b>	190	13.9 %	51
<b>Sergeant</b>			
<b>Master Sergeant</b>	277	20.3 %	48
<b>Technical Sergeant</b>	41	2.9 %	46
<b>Staff Sergeant</b>	5	.4 %	41
<b>NCO Total</b>	731	53.4 %	
<b>Total</b>	1369		

Table 18

**Teaching Experience/Education Level, Air Force Officer Instructors**

	<b>Percentage</b>
<b>Teaching Experience</b>	
<b>AFROTC</b>	29 %
<b>Civilian</b>	28 %
<b>Other</b>	74 %
<b>Educational Level</b>	
<b>Bachelor's</b>	100 %
<b>Master's</b>	90 %
<b>PhD</b>	2 %

Table 19

**Teaching Experience/Education Level, Air Force NCO Instructors**

	<b>Percentage</b>
<b>Teaching Experience</b>	
<b>Basic Training</b>	11 %
<b>Tech School</b>	25 %
<b>Civilian</b>	5 %
<b>Other</b>	48 %
<b>Educational Level</b>	
<b>Bachelor's</b>	27 %
<b>Master's</b>	14 %
<b>Ph.D.</b>	.1 %
<b>1 – 30 Semester Hrs</b>	2 %
<b>31 – 60 SH</b>	9 %
<b>61- 90 SH</b>	20 %
<b>91 + SH</b>	28 %

Table 20

The combined total of instructors with a Bachelor's Degree or higher is 938 instructors or  $938/1369=69\%$  of all AFJROTC instructors. Additionally, 63% of all instructors are rated pilots or navigators. Only 11% of the instructors fall below an associate's degree level. The average age of officer is 51, and the average age of Non-Commissioned Officers is 48. The AFROTC program currently maintains a certified instructor pool of 1159 Commissioned Officers and 976 Non-Commissioned Officers who are prepared to fill positions of retiring instructors or staff any new programs that may be opened in the future. Additionally, if cadet enrollment per program exceeds a certain level, additional instructors are required to meet the additional workload.

These demographics reflect an instructor force that appears to be educationally qualified to deliver high quality instruction in the programs they serve. The average age would lead one to believe that they are also young enough to provide many additional years of service to their individual school districts and provide stability to the individual school programs.

The Navy JROTC program also provided information on their total instructor force. As of February 1998 the Navy reported that 990 instructor positions with 26 positions vacant. All Services reported occasional difficulty in filling large inner city schools with instructors. The Navy provided the following breakout by rank:

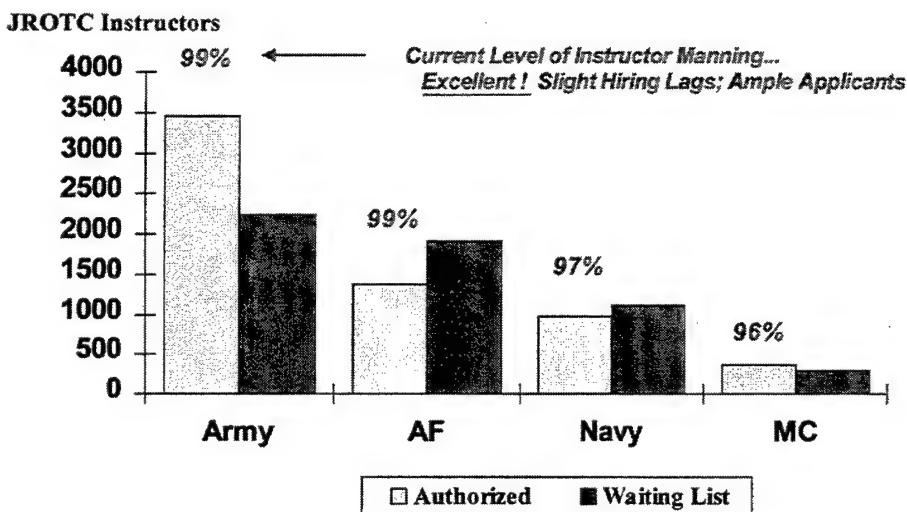
### Navy Instructor Demographics

<b>Rank</b>	<b>Number</b>	<b>Percent</b>
<b>Captain (O-6)</b>	93	10 %
<b>Commander (O-5)</b>	182	19 %
<b>Lieutenant Commander</b>	161	16 %
<b>Lieutenant</b>	25	3 %
<b>Chief Warrant Officer</b>	24	3 %
<b>Officer Total</b>	485	51 %
<b>Master Chief PO (E-9)</b>	152	15 %
<b>Senior Chief PO (E-8)</b>	154	14 %
<b>Chief PO (E-7)</b>	141	14 %
<b>PO First Class (E-6)</b>	32	3 %
<b>NCO Total</b>	479	46 %
<b>Vacancies</b>	26	3 %

Table 21

The Commissioned Officers represent 51% of the total instructor force and all have undergraduate degrees as a minimum. Most of the Commissioned Officers possess Masters Degrees and some have work towards a Doctoral Degree. The Non-Commissioned Officer's represent 46% of the instructor force and all have varying degrees of post secondary education. All instructors are put through a rigorous screening and certification process. Many of the Commissioned Officers have degrees in the hard sciences and all instructors have considerable time served as instructors at various military and civilian schools prior to their assignment to JROTC positions.

## Instructor Force...



SOURCE: OASD(FMP)(MPP)/Accession Policy

Figure 19

The Army and Marine Corps do not collect and maintain similar statistics on their respective instructor forces. These Services also certify instructors to meet stringent qualifications and operate a de-certification process to remove instructors if necessary. De-certification is a rare occurrence, but does happen to ensure the highest possible moral atmosphere and quality of instructors. These Services also maintain fairly large pools of certified instructors to replace retiring instructors or to be placed in any new programs that may be opened.

The overall instructor force of JROTC represents a sound and highly capable body of professional soldiers, sailors, airmen, and marines. They represent leaders who have served long and distinguished careers in the Armed Services. Most are seasoned by years of leadership responsibility and have done well in their primary profession. The four JROTC programs have also been able to maintain a large pool of certified instructors in a waiting status to hire for replacement or program expansion if necessary. The chart below shows the status as of March 1997.

### Instructor Positions and Volunteers (as of March 1997)

<b>Service</b>	<b>Instructor Positions</b>	<b>Percent Manned</b>	<b>Officers on Wait List</b>	<b>NCO's on Wait List</b>
<b>Army</b>	3102	98 %	1009	1538
<b>Navy</b>	984	98 %	721	558
<b>Marines</b>	368	95 %	141	158
<b>Air Force</b>	1320	99 %	1000	1000 <sup>xxiii</sup>

Table 22

Title 10, Chapter 102, section 2031 of US Code also authorizes the Navy and Marine Corps only to hire members of the Fleet Reserve and Fleet Marine Corps Reserve to serve as JROTC instructors. Hiring has occurred on a short-term basis to temporarily fill hard to recruit positions (i.e., The Bronx, New York). The Army and the Air Force have no authorization to hire Army or Air Force Guard or Reserve personnel if deemed necessary. Legislation could be changed and additional resources applied to open up the ranks of the Guard and Reserve to serve as JROTC instructors if necessary. Many currently serve as high school teachers and college professors, while maintaining their part time service requirements with their respective Services.

The Army, Navy, Air Force, and Marine programs have developed and deliver four uniquely different curriculums. They all have different strengths and weaknesses. The Navy has developed a high tech delivery system, which takes advantage of digital technology. The Air Force and the Navy curriculums are more technical in nature than the Army or the Marine Corps. The Army has developed many cutting edge delivery methods for their curriculum. All Services appear to be getting the job done with the resources at hand, but could do better with more resources. All Services have formed external advisory committees made up of academia's and school officials who are experts in the area of instructional design. Updates include cultural diversity and conflict resolution blocks of instruction. The Services use audiotapes, videotapes, laser disk, hand held computers, and other mediums to supplement instructional presentation. The Services have pushed community service learning and strategic links with business and community groups. The Services provide core curriculum guidance, but also provide flexibility to local instructors to tailor their individual programs to meet the needs locally.

The Army JROTC curriculum vision is "to be the most respected curriculum (program) in Secondary Schools".<sup>xxv</sup> It's stated mission is to impart values and "success skills" to the nation's future citizenry. Major subject areas include citizenship, leadership, physical education, and communication. The Army focuses on student centered participatory instruction and learning, and uses state of the art tools to deliver instructional content. The Army uses workshops, panels, and surveys to improve curriculum content and delivery methods. The

Army states that its curriculum is in alignment with three national strategies, the National Education Goals (Goals 2000), the Secretary of Labor's Commission on Achieving Necessary Skills (SCANS), and the President's Summit (America's Promise).

The Army JROTC program has developed a future direction plan for continued improvement in the area of curriculum development and delivery. The plan includes the following key elements:

- Emphasize instructor training and support "train the trainer" opportunities to economize
- Collaborate with other youth development organization and Armed Services to optimize resources and to create synergy
- Continue to update curriculum
- Expand service/student centered learning
- Improve communications network

The future direction plan of Army JROTC states that the Army program will focus on "Performance Based Instruction(PBI)" versus traditional instruction.

The difference between PBI and traditional instruction is extensive. A summary of some key points is provided below:

#### Traditional Instruction

- Centers on the teacher delivering instruction
- Emphasizes facts and information
- Rarely shares outcomes with learners up front
- Relies heavily on paper/pencil testing
- Features norm based grading (curve)/averaged grades
- Based on seat time
- Places learners in a passive role
- Offers little variety in learning style
- Provides few benchmarks and little periodic feedback
- Lacks clear connections between learning activities and intended outcomes

#### Performance Based Instruction

- Features Learner-Centered activities
- Focuses on application of skills, knowledge and attitudes
- Shares intended outcomes with learners up front
- Focus on what learners can do at completion of lesson
- Relies on performance (demonstration) of skills, knowledge's, and attitudes
- Measures achievement according to satisfactory performance of each competency and core ability
- Achievement of performance outcomes vs. seat time

- Places learners in an active role
- Offers varied learning activities for varied learning styles
- Provides benchmarks and periodic feedback with opportunities for learners to improve performance
- Clearly ties learning activities to intended outcomes

Performance -based instruction is defined as an organizational structure for learning/teaching, which requires description in advance of the knowledge, skills, and attitudes that a learner must demonstrate upon successful completion of a learning experience. Performance-based instruction aligns performance assessment and instruction with intended outcomes.<sup>xxvi</sup> The Army JROTC program is well on its way in implementing this new instructional approach.

The Air Force states that its curriculum is the result of an extensive and continuous review using the Instructional System Development (ISD) process. The four phases of the process involve instructors, curriculum developers, independent researchers and evaluators from the military and academic environments. The program is a four-year program for high school students. Each year is divided into two categories -- academics and leadership.<sup>xxvii</sup>

The curriculum is based on 180 hours of academic instruction per academic year. The Air Force program provides a core set of classes and also allows the local instructors to plan additional instruction that is in alignment with local policies and requirements. Leadership courses account for approximately 40% of all instruction and aerospace science accounts for the remaining 60% of course instruction. Both components are taught in each of the four years of instruction. The core leadership instruction teaches cadets the fundamentals to prepare them to assume leadership responsibilities within the corps, school, and community. Instructional topics include citizenship, responsibility, discipline, communication skills, self-reliance, orderliness and precision. The core Aerospace Science curriculum is tailored toward an introduction to the historical, scientific, and technical aspects of aerospace. Instructional topics include heritage and development of flight and aerospace policies, environment in which aircraft and spacecraft operate, and the study of rocketry, space vehicles, and the exploration of space. The fourth year curriculum focuses on management of cadets, an honors program, and laboratories in geography, survival, careers, and policy and organization.<sup>xxviii</sup>

In the Air Force School Agreement, the host school agrees to grant academic credit for the successful completion of AFJROTC courses. The type and amount of credit is determined by the institution, after normal course review, on a basis equitable with the award of credit for other courses requiring similar expenditures of student time and effort.<sup>xxix</sup>

The AFJROTC program also offers two types of summer leadership schools. The summer Academic Leadership School is offered for AFJROTC academic credit. The Summer Leadership School is offered, but awards no academic credit. However, this course must be conducted at no cost to AFJROTC.<sup>xxx</sup>

Academic credit is awarded for instruction as directed in the contractual agreements between the school district and the Air Force. The Air Force states that curriculum credit is currently awarded in the following categories for all of its programs on an aggregate basis:

<b>Credit Awarded</b>	<b>Programs (Percentage)</b>
<b>Elective</b>	238 (39 %)
<b>Physical Education</b>	121 (20 %)
<b>Other</b>	115 (19 %)
<b>Science</b>	91 (15 %)
<b>Social Studies</b>	16 (3 %)
<b>Vocational</b>	12 (2 %)
<b>None Indicated</b>	10 (2 %)

Table 23

The key component connected to where credit is given, is the impact on schoolteacher manning in these areas. The school system does have control over the categorization process.

The Air Force program also operates a summer leadership school for selected cadets enrolled in its programs. Courses consist of leadership training, academics, drill and ceremonies. Leadership schools are held throughout the nation and thousands of cadets attend them annually.

Current concerns for AFJROTC are in the areas of block scheduling, its impact on student head count and accounting, and deciding optimum levels of instructor manning. Keeping curriculum current is an issue, given that only two curriculum developers are assigned to the total development effort in the downsizing environment of the Air Force. Other concerns include budgetary constraints due to program expansion and cost increases in curriculum materials.<sup>xxi</sup>

The AFJROTC program has recently fielded a unique and visionary program called "Cyber-Campus" which may be able to assist with curriculum development and distribution cost. The project is a virtual campus, contained in Military City On-line (MCO) area of America On-line (AOL). Due to reduced cost of computer hardware, and unlimited access time provided by AOL this became a cost efficient option for the Air Force. The campus now connects over 500 of the 609 Air Force JROTC programs to each other, intermediate regions, and the AFJROTC program headquarters in real time. The program relates to

curriculum improvement in many ways. Instructors and students are providing instant curriculum feedback and receiving hundreds of instructional ideas from each other. Administrative, postage and distribution savings related to curriculum design and distribution could become substantial. The best feature is that quality of curriculum design and delivery could improve exponentially. The digital future is here for AFJROTC.

The Navy JROTC program of instruction/curriculum goals are stated below:

- Students will perform duties and responsibilities of citizenship by:
  - Applying principles of leadership
  - Planning and implementing unit activities
- Students will develop positive traits of character by:
  - Participating in exercises that call for orderly conduct
  - Performing in a manner that displays self-confidence
  - Performing with moral soundness, honesty, and uprightness
  - Developing a philosophy of life that respects others, to include their privacy
  - Being sensitive to the welfare of one's country
  - Finding pleasure in individual and group achievements
- Students will become aware of and concerned for humanity and world affairs by relating:
  - Civil defense to national security
  - Problems of mankind to self
  - World to domestic affairs
  - Historical events to present with emphasis on sea-power
- Students will recognize the value of constituted authority by:
  - Observing orders or rules established by authorities
  - Accepting responsibility for their actions
  - Influencing others to accept constituted authority
- Students will become aware of career opportunities and develop skills commensurate with those entering the Navy at the E-3 level by:
  - Being aware of educational and career opportunities in the US Navy and civilian community
  - Perform as a minimum, the basic fundamentals required of a Navy recruit and entry requirements for civilian positions

CNET prescribes the courses for Naval Science for NJROTC units, which comprise the 3 or 4 academic year curriculum. The Navy states that the program will be at least 3 academic years in duration, with 7200 minutes per course of naval science instruction. The program is 120 hours of instruction per year, 72 hours in the classroom and 48 hours of military drill.

The Navy JROTC program uses videodisk technology to manage and present interactive curriculum. Each videodisk contains 56,000 still frames of video or 60

minutes of linear motion video. The interactive approach has drawn very favorable reviews from school systems, teachers and students. This type of instructional approach creates a high-energy interactive environment with the students. The Navy has also invested in a large VHS library and CD ROM library. The Navy has provided many of its JROTC units with multimedia CD-ROM capable computer systems, television monitors, zip drives, video cameras, and VHS VCR's. This certainly represents a substantial investment in high tech curriculum presentation that most school systems do not have available. The Navy also uses the traditional textbooks, instructor guides, curriculum outlines, reference books, and cadet field manuals.

The Navy program, like all the other Services, also operates a summer learning program called the Summer Leadership Academy. Courses and activities include leadership, physical fitness, obstacle courses, field orienteering, sail training, social etiquette and manners, and other courses that build self-esteem and character.

The Navy program also includes a large community service effort for all of its schools. Some of the past activities included drug and alcohol awareness programs, highway and waterway cleanup, tutoring, funeral details, food drives, color guard and ceremonial details, and retirement homes assistance visits. The Navy states that its high school units averaged over 1500 hours of community service work during school year 1996-97.

The NJROTC program has formed a curriculum advisory committee which consist of the following personnel:

- Seven experienced naval science instructors representing each of the geographical areas comprising the NJROTC sphere of operation
- An individual assigned from the Naval Institute as the editor of the naval science textbooks
- The cadet education specialist on the NJROTC staff

The committee meets twice per year. The committee's activities are directed toward reviewing all academic related materials. The responsibilities of the committee include curriculum review and design. Other duties include review of audio and videotapes and other instructional materials and tools.<sup>xxxii</sup>

## Chapter 5: Public Opinion and Past Studies About Junior ROTC.

Public opinion on the subject of JROTC in public schools represents two separate and distinctly different groups. Like most dynamic programs that touch the lives of America's youth, there is a camp on the right and a camp on the left with very little middle ground or ambivalence on the issue.

Our field research took us to 28 separate JROTC programs in three major cities across the country, Chicago, Washington DC, and El Paso. The research included face to face interviews and written surveys with more than 150 school officials. Officials included principals, assistant principals, and deans of students, academic counselors, security personnel, teachers, and JROTC instructors. Enthusiastic support for the program was almost universal. City officials and state education officials also displayed unanimous support for their programs.

Additionally more than 3,000 students participated in focus group discussions or completed written surveys questioning them about their thoughts, feelings and experiences with the program. The majority of students stated that the program was very helpful to their personal development and that they would recommend JROTC to their peers. The results of the field research will be presented in greater detail later in the study report.

Literature searches yielded many studies done by various organizations that reflected very positive experiences for students who had enrolled in JROTC programs. The scope of studies ranged from national to local school systems. Studies focused on many different aspects of positive outcomes for students, schools, communities and the military Services. Several studies were found that were conducted by the Armed Services to identify the benefits of their individual programs and how their programs could be improved to meet stated missions and objectives.

Summit Consulting completed a recent study, in April 1998. The study was designed to review JROTC programs in the Saint Paul Public High School System. Objectives of the study are listed below:

- Review of the JROTC programs relative to satisfaction of participants and evidence of results in areas of achievement, attendance, and behavior.
- Analyses of curriculum that is implemented in the JROTC programs in Saint Paul relative to priorities of the district and concerns that have been raised.

Activities of the study group to achieve the objectives of their evaluation are listed below:

- Visited four high school JROTC programs. At each school the study group conducted a series of activities including an interview with the school principle, interviews with JROTC staff and staff outside the program, observations of JROTC classes, conversations and formal focus groups with JROTC students.
- Reviewed curriculum materials for programs. Curriculum was reviewed and analyzed through several filters.
  - Summary of the content topics
  - Alignment with and support for district and state academic standards as well as other district priorities such as accountability, urban education, and achievement
  - Assessment of relative attention to "military" versus "non-military" topics
- Reviewed literature relevant to JROTC and interviewed persons in opposition to JROTC in schools
- Administered and analyzed a survey of all current JROTC students
- Attempted to gather and analyze data for JROTC students and non-JROTC students in areas of attendance and grades

Some of the key findings and conclusions stated by the study group are listed below:

- The study surveyed 358 students currently enrolled in JROTC programs. 70% of the students rated the JROTC program better than their other classes and 94% said that the program had met or exceeded their expectations. Students of both genders and across all racial and ethnic groups were very pleased with the JROTC program and believe that positive changes in attendance, discipline and grades directly relate to their participation in JROTC. They state that the most positive things about the program are the development of leadership skills, teamwork, self-discipline, and self-confidence. The negative aspects are the regulations such as hair length and wearing uniforms.
- The programs are staffed by retired military officers who are highly qualified in their respective areas of expertise and who appear to have very positive attitudes toward their jobs, the programs and the young people with whom they work.
- All four programs are strongly endorsed by the principles and most staff members in the schools. They believe that the programs are good for not only the students in the programs, but for the school as a whole.
- All four curricula emphasize strongly the development of leadership and qualities of personal motivation and self-esteem.<sup>xxxiii</sup>

A dissertation was presented to the Faculty of the School of Education Organization and Leadership Program in December 1991, titled *Leadership, Citizenship and Self Reliance: A Comparison of Army Junior Reserve Officers'*

*Training Corps (JROTC) High School Senior Cadets and Non-JROTC Seniors.* The findings and recommendations of the study reflected very positively on the benefits and effectiveness of JROTC. The study focused on the US Army program.

The stated purpose of the study was to compare what is learned by Army JROTC senior cadets versus non-JROTC seniors in six public secondary schools in Washoe County School District, Nevada, concerning three attributes: leadership, citizenship, and self-reliance. It was the objective of the study to analyze and determine whether or not selected desired learning outcomes mean scores, as measured by standardized assessment instruments, reveal a statistically significant difference between participants in the Army's JROTC program of instruction and comparable students in the standard curriculum of selected public secondary schools not receiving the JROTC program instruction.

The study used standard measurement instruments and methods to determine if JROTC provides value in three separate areas at a level of statistically significant difference. The three areas measured were leadership scores, citizenship scores, and self-reliance scores. The analysis of data comparing the difference in the mean scores between senior class Army JROTC cadets and senior non-JROTC students was found to be statistically significant in all areas. The study concluded that Army JROTC has improved the lives of thousands of young people who have had leadership, citizenship, and self-reliance characteristics shaped by the caring, dedicated and experienced instructors of Army JROTC programs.

Based on the authors findings and conclusions, the author also recommended that:

1. The United States Army should fully fund the total number of Army JROTC units authorized.
2. The United States Department of Education should study the long-term benefits of the JROTC programs, publicly recognize those outstanding programs and seek additional funding levels for the respective Armed Services concerning JROTC resource shortcomings.
3. The United States Congress should evaluate the program effectiveness of JROTC in the areas of youth development with emphasis on the Presidential Goals for American Education.
4. School Boards across the nation should apply for the opening of a JROTC program at their high schools and seek political assistance in the establishment of their JROTC units.

5. The United States Congress should fully resource (moneys specifically marked for JROTC operation and maintenance) all JROTC units authorized.<sup>xxxiv</sup>

Additional studies have indicated that the perceived value of JROTC is shared by the cadets, school administrators and employers. Carruthers, Middleton and Wofley concluded in their 1990 study that a positive correlation exists between completion of JROTC and enhanced job opportunities. Data initially gathered for Operation Capital from the senior class of the Washington D.C. public schools in the 1987-88 school year showed that cadets graduated at a rate of 94 percent as compared to 75 percent for all seniors. Teachers and administrators unanimously said the JROTC program enhanced the school curriculum.<sup>xxxv</sup>

A study conducted by Harrile in 1984 revealed that 160 host high school principles in the Midwestern United States held a favorable attitude toward the JROTC program. They identified specific benefits of participation; improvement of self-concept, provision of a source of identification, growth of patriotism and leadership ability. The study also said that JROTC served the community by acting as a bridge between the school and the community.<sup>xxxvi</sup>

Seiverling conducted another study that attempted to measure the differences in mean scores of all service JROTC cadets enrolled in the senior class as compared with similar class level students who did not pursue a military oriented course of study using the Gordon Personnel Profile as the assessment instrument. The analysis of data indicate that all the serving JROTC cadets attained higher mean scores than those who did not enroll in JROTC, however, the means were not statistically different.<sup>xxxvii</sup>

The study conducted by Carruthers, Middleton, and Wolfley on the east coast of the United States also concluded that cadets are more responsible citizens and have a greater appreciation for the values of integrity, responsibility and response to constituted authority. Over 90 percent of cadets surveyed strongly agree or agree that JROTC has given them the ethical values that underlie good citizenship.<sup>xxxviii</sup>

An in depth study was conducted by the Naval Training Systems Command in June of 1992 to evaluate the benefits of the NJROTC to the Navy, the community, the secondary school system, and the students. The study collected data and information through surveys, interviews, and other means, from 38 separate Navy JROTC programs. The 38 programs served as a representative sample of the 228 Navy programs in operation at the time of the study. The findings of the study were that the overall perception of the benefits derived from the NJROTC program was very positive. Host school administrators and instructors, community leaders and the NJTOTC cadets shared the positive perception of the value of the program. Academic instructors rated the NJROTC cadet compared to the overall student population as "much better" in the

following dimensions: respect for authority, behavior, appearance, self-respect, and self-discipline. The study reported that sixty-eight percent of the cadets elected to take the Naval Science curriculum despite peer pressure. Over half the NJROTC cadets who responded to the Cadet Survey, indicated that being able to take part in the NJROTC program had been a major factor in their decision to remain in school.

The final conclusions of the report were that the NJROTC program provides an avenue of opportunity in skill development for the cadet. The program establishes a constructive environment for growth and development. For many, the NJROTC program provides a positive alternative and a place to belong. The community, school, cadets and the parents of cadets strongly endorse and support the program.<sup>xxxix</sup>

An analytical paper presented to the Graduate School of Education of Harvard University also looked at the perceived value of JROTC. The paper took an in depth look at the values of JROTC by conducting interviews with selected personnel. The paper stated that school systems have historically ignored many of the direct benefits of the JROTC curriculum. The paper also concluded that compared to other in-school programs (Band, Football, etc.), the financial cost of JROTC was a real bargain to the school system.<sup>xli</sup>

The District Program Evaluator of the Albuquerque Public School System conducted a comprehensive and well designed evaluation of JROTC programs in that system. The evaluation included surveys and interviews and concluded that school administrators strongly support the program and that the program provides value to the Albuquerque School System.<sup>xlii</sup>

In 1985, the Chief of Staff of the Army directed that an internal study group be formed to examine the status of the Army ROTC program. The group of military officers conducted an in depth detailed analysis of Senior and Junior ROTC. With regard to the JROTC program the study provided numerous observations, findings, and recommendations. The study concluded that "the Army appears to be giving this program the minimum necessary to operate." The study also stated that because the program lacked an agreed upon mission statement, that there was general confusion over the purpose of JROTC which has led to neglect of the program. The study found that JROTC had a negative image and that the Army had failed to realize the full potential of this important program.<sup>xlii</sup>

The report has led to many positive changes in the Army JROTC program. The program continues to excel, despite very inadequate funding from congress and the Department of the Army.

The Honorable Fred Pang, Assistant Secretary of Defense (Force Management Policy) delivered a prepared statement before the House National Security

Committee on March 14, 1997, titled "Helping America's Youth". Mr. Pang stated that the Department of Defense continues its involvement in assisting America's youth. This is not entirely altruistic because it is in our interest to help young people improve their self-discipline and self-esteem. Our JROTC program enriches the standard high school curriculum by offering more than 350,000 students a fuller exposure to the tenets of citizenship while providing leadership experience. The curricula include a classroom portion emphasizing history and traditions, leadership opportunities in drill and ceremonies, active citizenship through participation in community activities, and a summer training program that allows hands-on exposure to military values and norms of behavior. The demand for JROTC programs by school districts remains strong despite our addition of more than 1,100 new units. School officials frequently and consistently cite the popularity of the program among their students, and its benefits to the school and to the community.

Programs such as JROTC constitute an important contribution by the Services toward helping America's young people become better persons and better citizens. Nonetheless, involvement with crime, gangs, or drugs among enlistment age youth remains a concern because of its relationship to moral disqualification for military service. During the years 1980 to 1994, according to the Department of Justice statistics, we witnessed an annual increase of seven percent in the number of young people in jail, and an equal hike in the number on probation.<sup>xlvi</sup>

An article was published in *The New Republic Magazine*, September 28, 1992, titled "Back to School: Using Ex-Military Officers as Public School Teachers". The article argues positively for using ex-military officers as teachers in the public school system. The article states that "many public school principles now recognize the need for this sort of atmosphere--an atmosphere of order and discipline to compensate for the chaotic home lives of so many inner-city children". Educators have often made explicit pleas for an influx of male role models to help compensate for the absence of fathers at home, to develop a sense of self-worth, and to foster the belief that achievement is possible. Yet few have considered the most obvious source of such success stories: the swelling ranks of military retirees, male and female alike.

Do we lose anything if, like their predecessors, they drop off the map and disappear one by one into retirement and assorted second careers? Yes. The 240,000 people who will retire from the military over the next twelve years are a living example of how ordinary people in performance of common tasks can work and live together competitively and cooperatively. If a large fraction of these people were to go into teaching in the public schools, they would bring a sense of order and achievement to the young victims of decayed family life. Many retiring NCO's came from families with no academic tradition. That is why they enlisted upon high school graduation in the first place. But given the proper

training, their value as mentors and as exemplars of hard work can be a part of their accreditation for a college diploma.

For most of the career NCO's who enlisted in the 1970's and early 1980's teaching in public schools was not in the range of their aspirations. But the career NCO's who will be retiring over the next dozen years enlisted with a better education than the civilian population from which they were drawn. They are more likely to have graduated from high school than their classmates are. And most importantly, each retiree has had as many as fifteen years experience teaching the active duty force. Now in their 40's, they are young enough to take on a new vocation that taps the skills they already possess. Many in the education establishment will try to protect their turf by saying military people lack qualifications for teaching (like the requisite courses in child psychology), and that the transition from teaching 18-year olds to teaching 10-year olds is impossible. But the military is filled with men and women who've been told that before, and proved the skeptics wrong".<sup>xlv</sup>

Our literature search also produced many documents written by organizations that were anti-JROTC. These organizations stated that the program was not in the best interest of the students and that the military should not be in the education business in public schools. The most common objections found in our literature search were as follows:

- Brings guns and violence into the schools
- Used as a military recruiting tool
- Unsubstantial claims of success
- Students are not challenged to think critically
- The curriculum is inappropriate
- Students are not empowered to think
- Wastes school funds
- Uses bigoted and biased textbooks
- Violates the principle of local control

Below is a partial listing of organizations that take an adversarial stance to JROTC programs in public schools;

- American Friends Service Committee (AFSC)
- Committee for Conscientious Objection (CCO)
- Center for Defense Information (CDI)
- Women Against Military Madness (WAMM)
- Veterans for Peace (VP)
- Committee Opposed to Militarism and the Draft (COMD)
- War Registers League
- Gay and Lesbian Alliance Against Defamation (GLADD)
- Project on Youth and Non-Military Opportunities (Project YANO)

The American Friends Service Committee published a detailed research report that opposes JROTC in the public school system, "*Making Soldiers in the Public Schools, An Analysis of the JROTC Curriculum*" dated February 1995. The report was authored by Catherine Lutz and Lesley Bartlett. Primary conclusions of the report warn that JROTC programs should not be in the public school system. The report states that while many JROTC personnel would clearly like to serve youth, the goal of the Department of Defense of defending its budget, employing its veterans, and garnering new recruits is not consistent with such service. The cost of accepting JROTC money and the military's agenda for young people far outweighs the unproven benefits. The report states that there is no evidence that the program reduces dropout rates, increases the knowledge or analytical skills of those that participate, or prevents drug abuse. The report also concludes that embedded in the Army JROTC curriculum's presentation of citizenship, history and leadership are militarist messages about the nature of democracy, the appropriate relationship between military and civilian spheres, the inevitability of war, the character and value of other cultures, and the military as a catalyst for social development. The text encourages the reader to rely uncritically on the military as a source of self-esteem and guidance. It suggests that women and minority men have further to go than white men in becoming full citizens. More broadly, it can be argued that the militarization of education and other social institutions poses a threat to the very continuation of a democracy.<sup>xiv</sup>

Literature that clearly opposes JROTC in public schools was also found in the form of newspaper articles and web-sites on the World Wide Web (www). Most of this information states the same objections as presented above. Much of the material goes a step further and actively promotes community activity to oppose the formation of new units. Some materials call for the systematic opposition, analysis, and shutting down of current programs that already exist. Some articles offer packets, kits, training sessions and assistance to local school officials and citizens to help them oppose and shut down JROTC programs. One such offer included the "ROTC Dismantling Kit" at a cost of \$5 to defray production and shipping cost.<sup>xvi</sup>

The San Francisco office of GLADD published a document on the www that opposes JROTC. The document calls for the elimination of the paramilitary JROTC programs. The document states that current US military policy denies basic civil rights to lesbians and gays. The document states that by allowing JROTC to continue as a program, the school district willingly invites homophobic bigotry directly into classrooms. The document states that JROTC programs across the nation utilize a systematic process of intimidation and that a "code of silence" surrounds children in the program, who have only reluctantly began to report numerous instances of "hazing" and other brutality that are JROTC hallmarks. The document states that the bottom-line is that JROTC textbooks teach hate and violence to children.<sup>xvii</sup>

CCCO Publications maintains a robust web site that clearly states that JROTC in high schools should be stopped and that it is wasting tens of thousands of dollars that can be used for better purposes. The site states that JROTC textbooks are appalling, unbalanced, culturally insensitive, and jingoistic. The site states that JROTC betrays the principle of local control of our schools and that there are many better alternatives available. The site offers a "military out of our schools" campaign and a military out of our schools kit to be used to oppose all military activities related to schools. The kit includes flyers, information papers, newspaper articles, fact sheets, sample press releases, Op-Ed's, brochures, and other resources to assist organizers to oppose military presence in high schools. The site criticizes military scholarships, the Montgomery GI Bill program, Armed Services Vocational Aptitude Battery Testing, and explains how you can get out of military service contracts. The site offers a 1-800-NO-JROTC-toll free phone number for additional information and assistance.<sup>xlviii</sup>

Project YANO, Encinitas, CA., published a document on the www that also criticizes the role of JROTC instructors in public schools. The document states that during a recent teachers' strike in San Diego, an important lesson was learned about the JROTC program; the JROTC program can also directly undermine the collective bargaining power of public school teachers. The document states that in 1992 when local groups began protesting the \$800,000 budget for JROTC in the San Diego Unified School District, organizers attempted to involve teacher union activists in the debate. Unfortunately, members of the San Diego Teachers Association (SDTA) were unwilling to publicly criticize the program because, they said, the SDTA also represented JROTC instructors. It would be improper, they argued, for them to advocate termination of some of their own members' job slots.

In February of 1996, after going without a pay raise for several years, 5,000 of San Diego's teachers went on strike. Despite the loyalty the SDTA had shown earlier to JROTC teachers, all 21 JROTC classroom instructors turned their backs on the union and crossed picket lines at the school district's 10 JROTC schools. At one high school three teachers crossed the line, and two of them were the school's JROTC staff.

Besides undermining the collective bargaining power of teachers, the retired military officers who teach JROTC pose an even greater, long-term danger. In each of the more than 2,600 high schools which have adopted the program so far, these individuals are teaching their anti-labor philosophy and values to a hundred or more students, and those students are influencing others. With lessons like these being taught in a growing number of public schools, one has to wonder how much longer there will be unions or collective bargaining in the US<sup>lx</sup>

The Center for Defense Information conducted a broadcast program on June 4,

1995 that was largely negative towards JROTC in high schools. The center taped the panel discussion and has the tape available for distribution. The panel included three personnel against JROTC, three personnel for JROTC, and five JROTC cadets. Panel personnel are listed below;

#### AGAINST JROTC

Admiral Eugene Carrol (USN, Ret.)-Deputy Director - Center for Defense Information.

Harold Jordan - Coordinator, American Friends Service Committee's National Youth and Militarism Program.

Barbara Wein - Director, Consortium on Peace Research, Education and Development.

#### PRO-JROTC

Tom Wilson - Acting Deputy Assistant Secretary of the Army for Personnel Management and Equal Opportunity.

LTC Mike Hayes - Director, High School Directorate, US Army Cadet Command.

LTC Clyde Henderson - JROTC Instructor, Ballou High School, Wash D.C.

#### JROTC CADETS

First Cadet CPT Ronald Gray

Cadet CPT Frederick Gamble

Cadet 2LT Patrice Atwater

Cadet Private Steve Cummings

Cadet Garver

Listed below are some of the more pointed statements made during the panel discussion:

ADM Carroll – "I can't understand why we have to indoctrinate our high school children, young adults, with this idea of military service when they're only 14 years old."

Babara Wein – "I find the major contradiction in our society today where we're de-funding civilian programs and we're slashing budgets for inner city youth for midnight basketball leagues, for all kinds of drug counseling and rehabilitation programs, but yet there is money available for the military to come into the schools."

Harold Jordan – "The problem with that is that it sends a message to the young people, the parents, the teachers of the schools that these children are not worth being seriously educated. That the school

district and the government would rather put its resources into a program which, in effect, tracks young people into the military than it would to put its money into programs that improve the overall educational quality."

Babara Wein – "The military has played very honorable roles in our country's history. But one role they should not be playing in our society is that of the education of our youth. I don't think they're trained in education methods, in pedagogical approaches that are sound, and that's not the role of a military in a civilian society."

Barbara Wein – "The military chooses the instructors. They choose the curriculum, the textbooks. There is no certification on the part of the public schools for these JROTC instructors. I have found that their teaching standards are very poor and that they are not presenting quality materials in the classroom."

ADM Carroll – "A uniform is very impressive to a teenager -- brass buttons and ribbons, and epaulets. A gun is another symbol of power, of authority and that's not a good signal to be sending to these impressionable young people. There are too many guns around already, much less adding one that we tell them it's their duty to learn how to shoot."

LTC Hayes – "The purpose of having marksmanship training in our program is to reinforce the purpose of our program, which is to build self-confidence, self-esteem, and it's also a very strong safety factor in how to handle firearms and weapons and how to treat them properly."

Harold Jordan – "I don't want people to be trained in how to use guns when they have problems with people."

Babara Wein – "If you go out to some of the high schools in Maryland where they have JROTC, the shooting range is in beautiful condition and the rooms for the ROTC instructors are very pristine, while the rest of the school is falling apart. So, I don't understand where the priorities are in this particular instance."

Harold Jordan – "We're looking at school districts where there's been a real tradeoff between JROTC and other programs. In a northern New Hampshire school district -- I think its called White Mountain School District -- four teachers were laid off when JROTC was brought in. This is an abomination."

Secretary Wilson – “It’s a cheap program for the school system in terms of the amount of money they have to invest in it. You couldn’t buy the same number of instructors if you handed that money to the Department of Education, for example, to give a grant to the school.”

Harold Jordan – “So, what does it mean for an organization whose strength and whose purpose is to prepare for and to fight wars to teach nonviolent ways of resolving conflict? It’s a function that this military is ill-suited for.”

ADM Carroll – “Our military today really don’t have an enemy. It’s very hard to look around the world and say there’s anybody out there threatening the United States of America and we’re going to have to mount the troops and send them to war. Once you lose this focus, then you start looking for new tasks, new reasons to justify your existence.”

ADM Shanahan – “You have just seen conflicting viewpoints on a controversial issue. The future of JROTC should rest with the school boards throughout the country and your influence over them.”

The American Friends Service Committee maintains a comprehensive web-site that among other issues calls for the elimination of JROTC in high schools. One section of their web-site asks “Does JROTC Belong in Our Schools”? . The site also makes the following statements:

JROTC runs counter to many of the local standards and policies that govern our schools. Parents, students, and teachers have joined in questioning whether JROTC is a sound educational program.

Compare what good schools need with what we get from JROTC:

Accountability - JROTC’s claim to improve student performance and school climate and lower dropout rates have never been validated. The JROTC program itself has a high attrition rate.

Anti-violence programs - Many JROTC units offer *rifle marksmanship training*. JROTC devotes class time and textbook space to studying weaponry, and students drill with dummy or real weapons -- even in schools with “zero tolerance for weapons.”

Careful budgeting - JROTC programs are not a “freebie.” Cost-sharing requirements drain thousands of dollars from other school programs, and the local share of cost may grow. The exact cost is

often difficult to determine. JROTC programs can be canceled only with a year's advance notice -- an unusual guarantee for any school program.

Curriculum standards - The JROTC texts and its military curriculum are rarely reviewed. When school districts, like Salem, OR and Waterboro, ME, have reviewed text, they've been found inaccurate and full of bias.

Fair hiring policies - JROTC instructors must meet military-mandated standards for physical fitness and physical appearance. Gays and lesbians are excluded from the pool of retired officers who are eligible to teach. Women represent less than 1% of JROTC instructors.

High expectations - JROTC's rote curriculum doesn't develop critical thinking skills or prepare students for college -- the courses do not count toward entrance requirements at many state colleges and universities.

Respect for union rights - JROTC instructors are often non-union. Unionized JROTC teacher's recently crossed teachers' picket line in San Diego. JROTC instructors don't have the credentials to teach subjects like history, civics and health that are included in the JROTC curriculum -- in fact, they may not even have a college degree."

The New York Times published an Opinion Editorial on June 26, 1993, authored by Retired Rear Admiral Eugene J. Carroll Jr., "*Junior ROTC? Who Needs It?*" The editorial condemned JROTC, its methods, and questioned the purpose of the program. Selected excerpts from the op-ed are listed below;

Is the Pentagon listening to President Clinton? Is our detail oriented President paying total attention to his own budget?

In his State of the Union Address, he said America can "responsibly reduce our defense budget" in the post cold-war-war world. Why then does he now support the Pentagon's effort to more than double the size of its Junior Reserve Officers' Training Corps program for high school students?

In a period of budgetary stringency, what could conceivably justify the President's 1994 fiscal year request of \$150 million to train 318,000 cadets? (This would require nearly \$40 million in supplementary local funding.)

It is appalling that the Pentagon is selling a military training program as a remedy for intractable social and economic problems in inner cities. Surely, its real motive is to inculcate a positive attitude toward military service at a very early age, thus creating a storehouse of potential recruits.

If the Administration's true goal is to educate productive, law-abiding citizens, these hundreds of millions of dollars could be spent far more effectively on more educational activities.<sup>ii</sup>

## Chapter 6: Chicago School System and JROTC-The Current Landscape and Assessment.

The first portion and bulk of our field research was conducted in the Chicago City School System (CPS). CPS is the third largest school system in the country and serves a broad and diverse population of nearly three million residents. Chicago is ethnically diverse and celebrates ethnic culture, arts and entertainment. CPS contains approximately 553 schools, of which 75 are high schools, and serves approximately 412,000 students. The school system employs 43,404 people. A top priority of the school system is to improve classroom performance and overall education. Chicago has 36 high school magnet programs; approximately 35,000 specially selected students attend these magnet schools which offer specific curriculums and specialized educational programs. Chicago's 75 high schools have 40 JROTC programs administered by all four active military Services, Army, Navy, Air Force, and Marine Corps. One Magnet High School, Whitney Young, has a JROTC program sponsored by the US Navy. The average teacher salary is \$42,125 and the average administrator salary is \$65,415. The annual operating budget for school year 1994-1995 was \$2.857 billion. Expenditure per student per year was \$6,596, versus expenditure of \$7,058 per student in nearby Cook County Illinois. The rest of the state of Illinois averages \$6,517 per student. Expenditures for JROTC programs by the Department of Defense per student per year was approximately \$518.

The JROTC program in Chicago Public Schools has a long and proud history of service in Chicago.

Chicago, like most other large urban school systems with multiple JROTC programs maintains a small unit Headquarters element at the CPS central administration building on Pershing street, in south Chicago, known as the Directorate of Army Instruction (DAI). The JROTC program at Lane Technical High School began in 1917 and boasted a class of more than 1500 cadets, service was mandatory in the all-male school. Coincidentally Carver High School in south Chicago has directed that Army JROTC is mandatory for all freshmen students.

CPS just added a new Air Force JROTC program at Phillips High School in

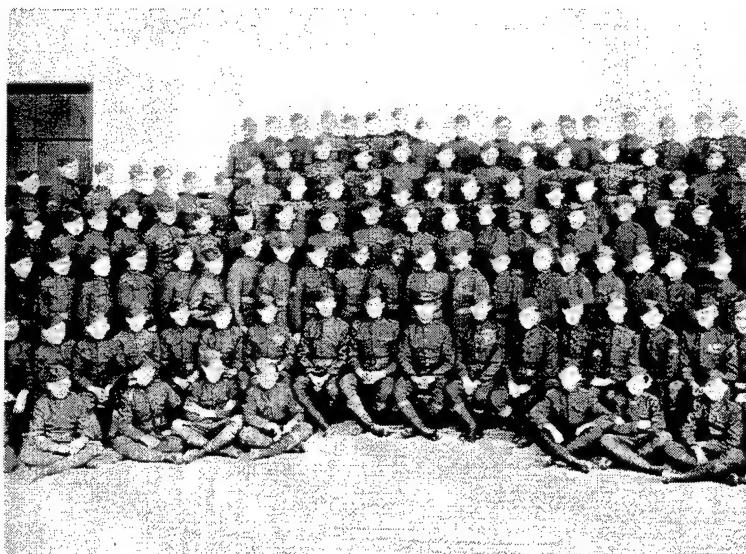


Figure 20

1996, sponsored by the Tuskegee Airmen Association. The programs are 33 Army, 4 Navy, 1 Air Force, and 2 Marine Corps.

A quick rudimentary analysis of demographic data reveals interesting trends in JROTC enrollment and interest in the program. The DAI reports statistics for the 33 Army programs directly to the Army program, while the other Services report directly to their respective Services and use the DAI for liaison to CPS and for logistical support. Below is an enrollment comparison between students in the 33 Army JROTC programs and their respective high schools for school year 97-98.

#### Chicago School Enrollment by Sex/JROTC

<b>Sex</b>	<b>Total Enrollment</b>	<b>JROTC Enrollment</b>
<b>Male</b>	23,111 (46 %)	2,822 (41 %)
<b>Female</b>	27,545 (54 %)	4,004 (59 %)
<b>Total</b>	50,656	6,826

Table 24

JROTC draws more females than males. This certainly does not represent the common stereotype that military interest and service are heavily male dominated domains. The top leadership positions in JROTC are also held by more females than males, particularly black and Hispanic females (i.e., Cadet Battalion Commanders, and Battalion Executive Officers). Our focus group discussions revealed that many female cadets relished the roles of leadership and were selected because they were very good leaders, perhaps because of better interpersonal skills and more maturity toward future goal attainment. This belief was echoed by several Senior Army Instructors (SAI's) interviewed. SAI's also stated that female cadets seemed to be less inhibited by peer groups keeping them away from enrollment and leadership positions. Several SAI's stated that males displayed more apathy to get involved in general due to haircut and uniform requirements.

#### Chicago Public Schools Enrollment Ethnic Breakout by Sex

	<b>Male</b>		<b>Female</b>		<b>Total</b>
<b>White</b>	2,658	52 %	2,457	48 %	5,115
<b>Black</b>	11,651	46 %	14,532	56 %	26,183
<b>Hispanic</b>	7,931	45 %	9,627	55 %	17,558
<b>Asian</b>	743	48 %	793	52 %	1,536
<b>Other</b>	128	48 %	136	52 %	264

Table 25

**Chicago Public Schools JROTC Ethnic Breakout by Sex**

	<i>Male</i>		<i>Female</i>		<i>Total</i>
<b>White</b>	260	51 %	249	49 %	509
<b>Black</b>	1,604	39 %	2,503	61 %	4,107
<b>Hispanic</b>	887	42 %	1,190	57 %	2,077
<b>Asian</b>	51	54 %	43	46 %	94
<b>Other</b>	20	59 %	19	41 %	39
<b>Total</b>					6,826

Table 26

A comparison of the ethnic demographics of school versus JROTC enrollments in the 33 Army program schools reveals that black and Hispanic males join JROTC in a smaller percentage than general enrollment. Black and Hispanic females join JROTC in a larger percentage than general enrollment. White males and females virtually mirror the general enrollment. Asian males join at a greater rate than general enrollment and Asian females join at a lesser rate than enrollment. Black students represent 60.2% of JROTC enrollment, while representing only 51.7% of general enrollment in the 33 schools with Army programs.

The DAI also makes the following statements about the 33 Army programs:

- JROTC had a lower student dropout rate than the school in 30 of 33 schools (91%).
- JROTC had a lower or equal suspension rate than the school in 29 of 29 schools (100%).
- JROTC had a higher or equal graduation rate than the school in 27 of 33 schools (82%).
- JROTC seniors had a higher or equal grade point average in 32 of 33 schools (97%).
- JROTC seniors had a higher or equal ACT score than 33 of the 33 schools (100%).

Deductive reasoning leads one to believe that females are getting the most out of JROTC in these 33 programs. That black students are drawn to the program in higher percentages because of some environmental or cultural difference from other students. The self reported data also suggest that JROTC is providing considerable value to the students and the individual schools. And, finally that JROTC cadets represent a high quality cross section of the general student population.

CPS provided us exceptional assistance in the capture of quantitative data from

their central information management system to support this study. The school system data provided included school years ended 94, 95, 96 and 97. The specific data elements provided included grade point average(GPA), cumulative absences, and graduation rates for two separate populations of students, JROTC and non-JROTC students. The data represents sixteen of the eighteen schools we visited to conduct on site field research.

A cohort was created by taking data from 1994 freshmen, 1995 sophomores, 1996 juniors, and 1997 seniors. In this way, we can follow a class and measure the changes over time, to see if JROTC membership showed measurable differences in scores. We looked at GPA, Absences and graduation rate.

### GPA and Absences, JROTC vs. Non-JROTC Chicago Public Schools

	94	95	96	97
<b>JROTC</b>				
<b>Number</b>	955	610	456	300
<b>GPA</b>	1.63	2.05	2.34	2.59
<b>Absences</b>	21.06	15.06	13.51	11.44
<b>Non JROTC</b>				
<b>Number</b>	7712	6674	4705	3794
<b>GPA</b>	1.75	1.97	2.33	2.57
<b>Absences</b>	18.74	15.94	13.08	11.17
<b>Total</b>	8667	7284	5161	4094

Table 27

We tested the differences in means. This test determines if the difference in mean scores is substantial enough that the difference is due to a known factor (in this case, JROTC membership or non-membership), or due to chance or other factors. We observe that there is a measurable difference in GPA between JROTC members and non-members across all years. The difference is statistically significant in 1994 (the cohort freshman year) and 1995 (the sophomore year) at the .05 (95% confidence level).

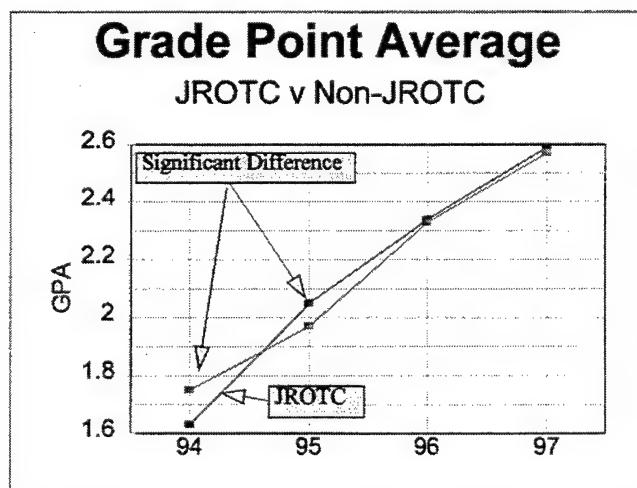


Figure 21

As freshmen, the JROTC members actually showed a statistically significant lower GPA than the non-members (looking for something better?). When the cohort progressed to their sophomore year, the difference reversed, and we find a statistically significant higher GPA for JROTC members (better attendance/discipline?). During the Junior and senior years, we note a slightly higher GPA for JROTC members (measurable but not necessarily significant).

When we contrast the GPA to absences, we see that in the freshman year, the JROTC members had a higher absence rate (affecting grades?) and the difference is statistically significant. There is a marked decrease in absences between the freshman and sophomore year (found something better?). Subsequently the differences are not statistically significant, but the JROTC members showed a slightly higher absence rate.

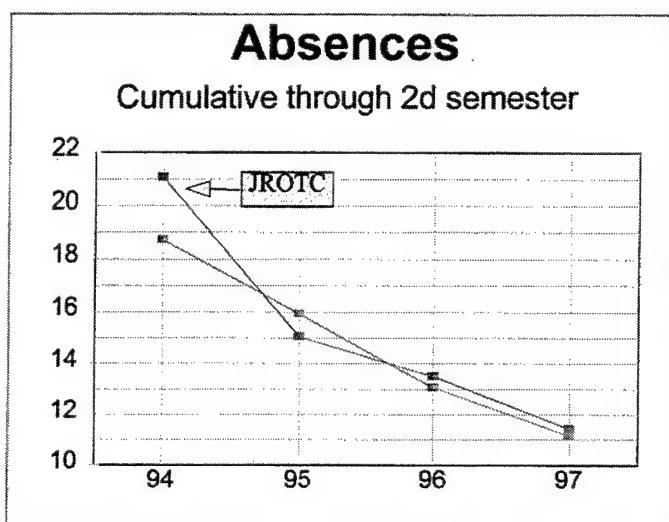


Figure 22

Refer to the following contingency tables, showing graduation rates for Chicago seniors in the sample schools. The chi-square test for independence reveals no statistically significant difference in graduation rates for the two groups, although in 1994 and 1996, JROTC members had a slight lead over non-members. In other years the opposite appears true, although the differences are too slight to be significant.

**Graduation Rates, Chicago Schools, JROTC Vs Non-JROTC**

		<b>JROTC?</b>		
		<b>Y</b>	<b>N</b>	<b>Total</b>
<b>Grad?</b>	<b>Y</b>	228	4064	4292
	<b>N</b>	16	304	320
	<b>Total</b>	244	4368	4612
		<b>JROTC?</b>		
		<b>Y</b>	<b>N</b>	
<b>Grad?</b>	<b>Y</b>	93.4%	93.0%	
	<b>N</b>	6.6%	7.0%	
	<b>Total</b>	1	1	
		<b>JROTC?</b>		
		<b>Y</b>	<b>N</b>	<b>Total</b>
<b>Grad?</b>	<b>Y</b>	173	3827	4000
	<b>N</b>	14	286	300
	<b>Total</b>	187	4113	4300
		<b>JROTC?</b>		
		<b>Y</b>	<b>N</b>	
<b>Grad?</b>	<b>Y</b>	92.5%	93.0%	
	<b>N</b>	7.5%	7.0%	
	<b>Total</b>	1	1	
		<b>JROTC?</b>		
		<b>Y</b>	<b>N</b>	<b>Total</b>
<b>Grad?</b>	<b>Y</b>	227	3844	4071
	<b>N</b>	10	252	262
	<b>Total</b>	237	4096	4333
		<b>JROTC?</b>		
		<b>Y</b>	<b>N</b>	
<b>Grad?</b>	<b>Y</b>	95.8%	93.8%	
	<b>N</b>	4.2%	6.2%	
	<b>Total</b>	1	1	
		<b>JROTC?</b>		
		<b>Y</b>	<b>N</b>	<b>Total</b>
<b>Grad?</b>	<b>Y</b>	285	3643	3928
	<b>N</b>	15	151	166
	<b>Total</b>	300	3794	4094
		<b>JROTC?</b>		
		<b>Y</b>	<b>N</b>	
<b>Grad?</b>	<b>Y</b>	95.0%	96.0%	
	<b>N</b>	5.0%	4.0%	
	<b>Total</b>	1	1	

Table 28

We determined the confidence interval for the opinion sampling (field surveys) of JROTC members. Data on hand are 912 responses from Freshman/Sophomores (out of a population of 1,667 JROTC members), and 340/671 responses from Juniors/Seniors. This equates (at the .05 level) to a two- percent confidence interval around Freshman/Sophomore responses and a four- percent confidence interval around Junior/Senior responses. Thus, we can conclude with 95% confidence that the population responses would be + or - 2%/4% of the sample response, respectively. We conclude, based on opinion survey data summarized in the following charts, together with the CPS data above, that:

- Young people join JROTC for the opportunity they believe it will provide them (75%+).
- They continue to pursue the opportunities/interest in JROTC by staying in the program for another year (75%+).

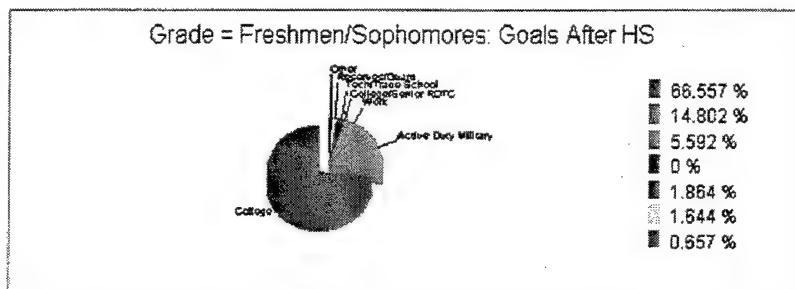


Figure 23

- They wish to participate in after school/weekend JROTC group events (71%+) and would recommend JROTC to a close friend (86%). JROTC provides an "alternative gang" with positive features the young people want.
- The JROTC members are a goals oriented group with 99% HS diploma and 88% college expectations.
- JROTC membership provides a positive influence on student performance, particularly

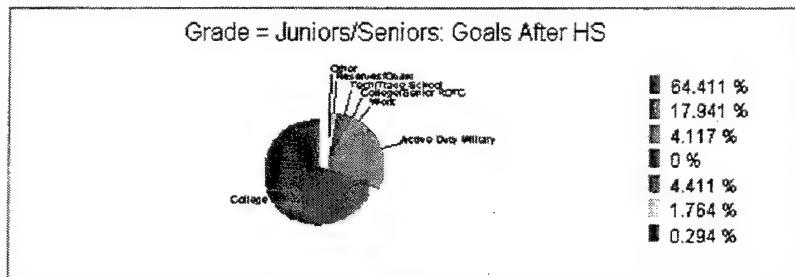


Figure 24

during the freshman and sophomore years, where we conclude that JROTC students show significant improvements in both grades and attendance between their freshman and sophomore year and measurably higher grade point averages throughout their high school years.

## Voices From Chicago School Leadership

School Principals, Guidance Counselors, Disciplinarians and JROTC Instructors were asked to provide feedback to us concerning the quality of the JROTC program in their schools.

### Principals

#### Survey Responses, Chicago High School Principals

<b>Q Response Text</b>	<b>Response</b>	<b>Response %</b>
<b>1 How would you rate the content of the curriculum provided by JROTC?</b>		
Excellent	16	84.2%
Good	3	15.8%
Fair	0	0.0%
Poor	0	0.0%
Not familiar with the curriculum	0	0.0%
	19	
<b>2 How would you rate the presentation techniques and learning environment provided by the JROTC approach to curriculum presentation?</b>		
Excellent	15	78.9%
Good	4	21.1%
Fair	0	0.0%
Poor	0	0.0%
Not familiar with the approach	0	0.0%
	19	
<b>3 How would you rate your instructor's abilities to deliver the JROTC curriculum as a teacher and mentor to high school students?</b>		
Excellent	15	78.9%
Good	3	15.8%
Fair	1	5.3%
Poor	0	0.0%
Do not wish to state	0	0.0%
	19	
<b>4 What is your perception of the value of JROTC to the individual students?</b>		
Excellent	19	100.0%
Good	0	0.0%
Fair	0	0.0%
Poor	0	0.0%
	19	
<b>5 What is your perception of the value of</b>		

*JROTC to your school?*

Excellent	18	94.7%
Good	1	5.3%
Fair	0	0.0%
Poor	0	0.0%
	19	

**6 How would you grade JROTC's performance  
in improving student's self-esteem and  
interpersonal skills in your high school?**

Excellent	18	94.7%
Good	1	5.3%
Fair	0	0.0%
Poor	0	0.0%
	19	

Table 29

The JROTC program received almost unanimous "excellent" ratings in the following categories:

1. Content of the curriculum
2. presentation techniques and learning environment provided by JROTC
3. instructor as teacher and mentor
4. value of JROTC to individual student
5. value of JROTC to your school
6. JROTC's performance in improving self-esteem and interpersonal skills

The following is a compilation of comments, all of which were very positive:

Suggestions for JROTC better serving the students:

- Make participation for two years a graduation requirement (junior and senior year)
- Continue to offer a program that instills self discipline, builds character, and creates pride in country
- Coordinate more field trips and extra-curricular activities; require more service of cadets, i.e. hosting all events
- Allocate more funds so students can have their own uniforms and name plates, internet hookup
- Enlarge and improve the facilities; indoor drill facilities
- More instructors needed
- JROTC students should "adopt" a freshman and serve as a mentor during that first year
- Instructors should continue their personal education to better understand what today's students are going through

Suggestions for JROTC better serving the school:

- Increase the number of students involved by making it mandatory
- Maintain the superior program; they are involved in all special projects and are our best envoys to the general public
- Continue to make a meaningful contribution to the community
- Allocate funds to allow students to participate in extra curricular programs in the field of technology
- Participate in more school activities in addition to color guard, ushers and school guides; show other students that program is about self-improvement and not just military
- It already exceeds expectation
- JROTC program could provide school with better shooting range
- Recruit from feeder elementary schools, meet after school and weekends

Can JROTC establish better visibility and better serve community, how?

- Have them participate in annual school parades and ceremonies
- Promote program more aggressively; publicity (press) coverage of their efforts
- Allow students to receive community service credit for their work
- Create a structured after-school program for JROTC instructors and students
- Participate in more community based programs
- More competition between units at other schools; for students, parents and community to observe, to attract attention and respect

Should JROTC be discontinued, grow or stay same?

- At least stay the same; students involved in JROTC are less of a discipline problem than general student population and have the advantage of learning self-discipline and receiving structure in preparation for "the real world"
- Grow, with an increase in human and fiscal resources
- I would like it to grow but not if quality were sacrificed for quantity

Would you recommend JROTC to other principals?

- Yes, faculty is personable and willing to work with others on staff; students have learned and gained much; the program should be in all high schools
- Yes, because it teaches respect for authority, teamwork, self-discipline, and the reality of absolutes, and values
- Yes, a viable alternative to distractors in an urban school district
- Yes, because it provides discipline, leadership skills, and focus for the future

- Yes, it's an asset to "character counts" (values) education
- Yes, it provides discipline and motivation that many students desperately need
- Yes, because it helps instill knowledge and understanding of how our government works
- Yes, it offers a school activity for those who may not be athletic or talented but need to belong to a group— an alternative to GANGS.

### Counselors

Do you see any major differences between students who do and do not take JROTC?

- Yes, just as with students who participate in sports or other extra-curricular activities; sense of belonging, discipline, responsibility, teamwork; they are more "coachable"
- Yes, definitely more organizational skills, better grades and physical appearance, adhere to rules more
- They are more respectful to adults
- Yes, they know where they are going in life; are more positive; willing to take leadership roles
- No, initially there does not seem to be a difference
- Those students who take JROTC seem to have more discipline in their life
- They are more responsible/focused OR they haven't had an opportunity to explore sports
- Yes, JROTC students are often leaders and disciplined
- Many JROTC kids have no family ties – wards of state, with no male role model; JROTC is their family
- Fewer female students who participate in JROTC become pregnant (from a school that has a high number of student pregnancies)
- Yes, they are visible throughout the school building wearing their uniforms.

Do you see improvements in students you counsel in self-esteem, attitude, behavior or interpersonal skills after students have completed one or more years of JROTC?

- Yes, they are more respectful; since they go through inspections, they take more pride in their appearance and in their school work
- Yes, more positive in attitude; communicate their concerns well with others; we have few discipline problems with these students; there seem to be fewer disruptive problems
- Yes, the program should be mandatory for all; upper classmen are as a rule more poised and aware of "proper" behavior; officers are very reliable
- Yes, more organized, sense of direction; increased confidence and social

skills; when they wear their uniforms, you can see their pride – this behavior carries over into all other aspects of their school life

- Yes, there is a definite improvement; they have developed camaraderie and mutual respect for each other; students appear more involved in school activities
- No opportunity to observe this
- Somewhat
- They are proud of their accomplishments – the school and program should announce students accomplishments more
- Yes, I have seen amazing turn arounds and great enthusiasm through participation in program, summer camp, and drill team daily exercises
- Yes, most students are from (young mother) single parent families and get from JROTC the structure/support they need

Do you see any improvements in students class attendance, general courtesies and respect for authority figures after they have completed one or more years of JROTC instruction?

- Yes, students who are committed to the success of their organization usually acquire better habits that eventually spread to other areas of their lives
- Yes, attendance and respect are important to the program; they participate and are very helpful in many non-JROTC programs such as the graduation ceremony
- Yes, general courtesy and respect for authority figures more so than non-JROTC student population
- Yes, class attendance (though no study done) seems to have improved
- Yes, overall improvement in all areas; attendance is markedly better
- I think there is some improvement
- Yes, definitely – the students who are in the JROTC program longer seem to be better
- Somewhat
- Yes, students enjoy the JROTC class and therefore want to attend school; it has a very positive influence on them – students have a sense of belonging
- Yes, class attendance is charted by two JROTC teachers – they encourage, call home and keep records
- Yes, students are polite and more articulate

### Disciplinarians

Do you see any changes in citizenship/behavior after enrollment in JROTC for one year?

- They are very self-disciplined and are rarely seen by the assistant principal
- Positive changes, improved behavior. Many are honor roll students
- Behavior, manors, and attendance improve; more responsible
- No, most JROTC students don't have a lot of problems
- Few JROTC in discipline office and those that are sent are sent for tardiness or not following through on teachers instructions

Do you see any major differences between students who do and do not take JROTC?

- JROTC students seem to join because *they want the structure* (some drop the course for the same reason)
- More focus on academic goals, better classroom attendance; better socially adjusted
- No major difference however, students having difficulty in school would benefit from JROTC program
- Major differences in those who came in to school with discipline problems; they improve confidence, control, manors and self-esteem
- Fewer JROTC students in the discipline office; they don't create as much trouble in class/hall
- More commitment from JROTC students to obtain a high school diploma and their goals
- JROTC students are not in the discipline office as much as other students but they have similar problems and situations
- Self-discipline is lacking more in non-JROTC students
- Most who choose JROTC are discipline oriented

Do you see changes in self-esteem, behavior, and class attendance after students have completed one or more years of JROTC?

- Increase in confidence; more involved and social; more focused
- High class attendance, few behavior problems, improved self-esteem (especially on uniform day)
- JROTC students strive to meet a higher standard, encourage and support each other
- They are more well rounded
- During the first year many freshmen show a marked maturity
- No, the difference is at home

**Army JROTC Instructors**

<b>Q Response Text</b>	<b>Response</b>	<b>Response %</b>
<b>1 How long have been the SAI/AI at this HS?</b>		
Less than 1 year	4	14.3%
Less than 5 years	14	50.0%
Less than 10 years	4	14.3%
More than 10 years	6	21.4%
	28	
<b>2 What is your opinion of the content of the curriculum provided by JROTC?</b>		
Excellent	22	78.6%
Good	6	21.4%
Fair	0	0.0%
Poor	0	0.0%
	28	
<b>3 How well do the resources provided by the US Army meet your needs to conduct a vibrant and successful program?</b>		
Excellent	13	46.4%
Good	12	42.9%
Fair	3	10.7%
Poor	0	0.0%
	28	
<b>4 How well do resources provided by your Public School System meet your needs to conduct a vibrant and successful program?</b>		
Excellent	9	32.1%
Good	15	53.6%
Fair	2	7.1%
Poor	2	7.1%
	28	
<b>5 How well do you think the mission of JROTC is being met by your program?</b>		
Excellent	20	71.4%
Good	5	17.9%
Fair	3	10.7%
Poor	0	0.0%
	28	

Table 30

Does your program provide value to the individual student?

- Provides a base for values, integrity, self-esteem, and team work that will affect them all their lives
- Yes, younger cadets tend to make more positive decisions as a result of the program, older students tend to assume leadership roles where they realize the difficulty in being a "boss" – all benefit by applying the JROTC disciplines

in their other classes

- We prepare for life and leadership; all students treated as individuals, those that exhibit leadership qualities are prepared for leadership positions
- Yes, especially "unlocking your potential" designed for individual goal-setting, best for the "at risk" student; we strive to make each student reach his potential
- Yes because they learn teamwork, leadership, "follower-ship", honesty, and the will to succeed
- Yes, we teach life skills at a low cost for the value of the return; provide alternatives for post graduation opportunities, provide the only fully funded college scholarship opportunity offered in the school
- Yes, self-esteem given to inner city kids who come from terrible homes and do not feel good about themselves; they are proud about the things they do here (uniforms, community service) and it is an alternative to gangs and drugs
- Yes, especially those that come from parentless and one parent homes; benefits through subjects taught and social functions they attend throughout the year; nurturing environment
- Yes, I see a difference in the way they carry themselves – even the ones who did not choose to join
- They learn "citizenship"; JROTC provides tutoring before and after school, a support network and mentoring; "School within a school" focuses on at risk individuals, provides hope, training, self-esteem and a strong sense of family
- Essential to guaranteeing the steady improvement in attendance, standardized test scores and graduation rate

Does your program provide value to your school?

- Yes, we work with teachers and administrators to help students, which helps the schools reputation and increases parent involvement
- Cadets demonstrate a higher academic, behavioral, grooming and attendance standard which influences other students; teachers comment on the positive difference when cadets are in their class
- Yes, cadets perform school ceremonial functions, raise and lower the flag, perform color guard and saber teams for school sporting events; act as escorts; assist the office
- Cadets provide pride, values and ethics on school campus; good influence on behavior of non-cadets; JROTC makes the school more attractive to students who may choose their school through open enrollment
- Yes, kids are envied by most students, could enlarge if resources were available
- No, not appreciated
- Yes, our enrollment doubled in one year, the staff always enjoys seeing them in uniforms and they are always the first ones asked when volunteers are needed for school functions

- Yes, we support the other academic programs by encouraging our students to be successful in their other classes
- Yes, graduates return stating that the skills they were taught and leadership really benefited them; the National Guard, Color Guard, Drill Team, Jr. Staff Officer's give presentations about our program
- The academy specializes in offering individualized attention and enrichment opportunities not available to the rest of the school
- The JROTC was singled out by the State of Illinois (yearly inspection ) as one of the few areas which should be replicated
- Program is an outlet for motivated kids that don't fit in well in other mainstream and traditional classes

Does your program provide value to the community your school serves?

- Cadets participate in 100 hours of community service (as do the rest of the students)
- We provide color guards and honor guards in the community; ushers at civic events & public ceremonies, public service
- Bridges are made within the community through the JROTC program and cadet interaction
- Yes, through community service and providing a patriotic presence at school and community events; organizations have specifically requested this group
- No, not utilized or enforced
- Yes, neighbors around the school come out of their houses to observe the flag being raised
- Yes, very visible to the community through mayoral support and dignitary visits
- Veterans organizations regularly attend awards day; we have a partnership with VFW, American Legion
- Yes, their excellence is known in the community and these community leaders may assist them in getting jobs/furthering education
- High community partner involvement, very favorable responses to student internships
- Yes, the motivation begins as a requirement but changes into a willingness to help others less fortunate

Do you need additional manpower support to accomplish your mission? If so, what skills would be required and what level of expertise would the additional assistance require?

- Yes, we need manpower with administration and supply/logistics so that more attention can be devoted to achieving program goals as they apply to cadets; another ANSI needed
- None needed, no; need to increase funding support for transporting cadets to off campus events

- Logistics and secretarial; administrative assistant; supply administration; equipment needed
- Yes, a minimum of 3 instructors for each skills level. Each school should be manned with a minimum of three instructors; person should have a background of troop-leading duties, instructor ability, the desire to help children realize their full potential, and love to work long hours and weekends
- No, only Army personnel expertise can be used, could use more support from US Army Recruiters
- Yes, another instructor or drill instructor; marksmanship instructor; music teacher/bandmaster to work with the drum and bugle corps (5 hours per week)
- Yes, two instructors for 300 students is way too low; person should have experience in working with inner-city students, communication skills, military training, motivation and patience
- Yes, clerk with clerical skills and typing; someone computer literate that works well with young people; someone able to do counseling
- No, only professionals (police, nurses, youth Services) to speak on dangers of gangs, drugs, aids, etc.
- Yes, expand curriculum and have the military partners who can provide real life experience to the students

## Thoughts and Feelings From the Students Enrolled in the Program

JROTC students were provided with a questionnaire and focus groups were conducted. A comparison of responses between schools to the questionnaire is included in the following chapter.

### Questionnaire

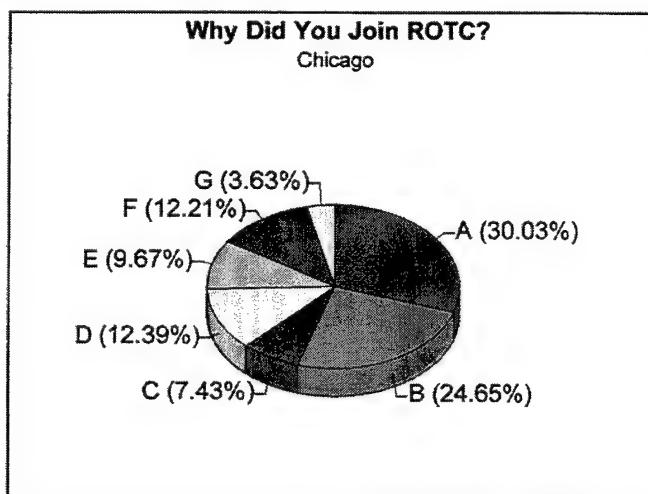
#### Q1. Why did you join ROTC?

- A - New Experience
- B - Interested in the military, curious about the program
- C - It is a required subject
- D - For the discipline/leadership
- E - Family or friends encouraged me
- F - Self-improvement, challenge
- G - Other

#### Q2. What academic school year did you first join JROTC?

- A - Freshman
- B - Sophomore
- C - Junior
- D - Senior

Figure 25



Q3. I plan to take JROTC Next year.

- A - True
- B - False

Q4. I participate in JROTC summer camp.

- A - True
- B - False

Q5. I would participate in group events after school or on weekends with JROTC.

- A - True
- B - False

Q6. I would recommend JROTC to a close friend.

- A - True
- B - False

Q7. I think I will graduate from high school with a diploma.

- A - True
- B - False

Q8. I plan to take college courses after high school.

- A - True
- B - False

Q9. If you indicated you planned to attend college, please answer A (True) if you think you will participate in Senior ROTC at the college level, B (False) if you do not plan to take Senior ROTC.

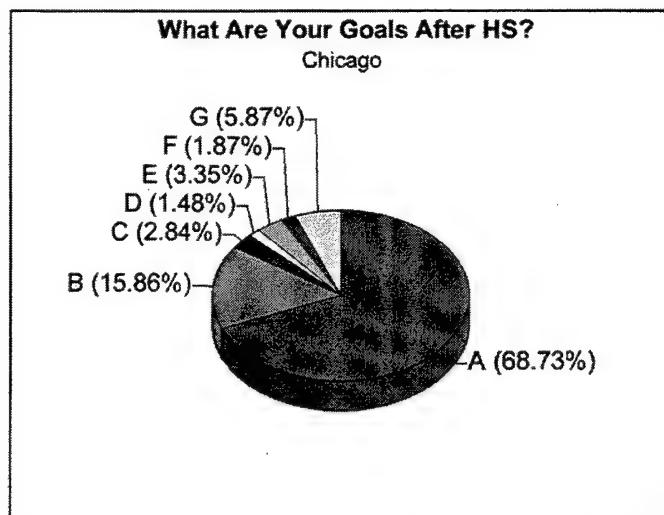
- A - True
- B - False

Q10. I plan to join one of the military Services, active or reserve, after high school.

- A - True
- B - False

Q11. What are your goals after high school?

- A - College
- B - Active Duty Military
- C - Work
- D - College/Senior ROTC
- E - Tech/Trade School
- F - Reserves/Guard
- G - Other

**Figure 26****A summary of Chicago schools focus-group sessions:**

Why did they join: Many had interest in military but more were required or it was in place of PE (Interestingly, those that chose JROTC to get out of P.E. approved of the ROTC physical training program.) Many joined because of family/friends recommendation or for a challenge.

What they learn: Combination of skills/subjects (military history, map skills, marksmanship, first aid) and qualities related to self-improvement (leadership, teamwork, motivation, responsibility).

Opinion of classroom instruction: Some bored, some excited but generally, successful. The kids seem to want the teacher to be a mentor. They want interesting, relevant class discussions, not book learning. They want to be exposed to more of the outside world; they are looking for new experiences including hands-on learning out side of the classroom. The kids are interested in skill building and feel that the class has helped them do so across the board by teaching them how to be better students.

Best about JROTC: Self-improvement, skills/subjects they are learning and the activities that bring camaraderie. Many said teamwork, drill, rifle team, parades. The appeal of uniforms (aside from the poor fabric) indicates they want to belong, identify with group, take pride and be recognized as special.

Least like about JROTC: Waking up early, favoritism, abuse of authority, uniform (quality), push-ups.

Interest in and type of summer activity: Many said yes they would be interested in a community service activity.

What is Leadership: JROTC instructors have largely succeeded in teaching that in order to be a good leader, *you must first learn to follow*; to respect authority, obey orders, demonstrate responsibility. The kids indicate the desire to learn "leadership by example"; to learn discipline, teamwork, motivation, and responsibility from a positive role model that they respect and who has shown them/taught them self respect.

What is citizenship: Those who understand the question answer in terms of doing something to benefit the community. Many did not a fully understood concept (think it is referring to US Citizenship). The word citizenship should be replaced with duty to country/community.

"Inter-personal communication" and "diversity": For those that understood the question, they realize tolerance and communication are key. A number of kids seemed to not fully understand the question.

## Chapter 7: Review of JROTC Programs in Washington D.C., and El Paso, Texas

### Washington DC

Field research was also conducted in the Washington DC City Public School System (DCPS). DCPS is one of the most embattled and high profile school systems in the country today. The DCPS reports enrollment figures for school year 1997-98 at 77,111 students. Senior High school enrollment is reported at 14,416 students. The system includes 18 Senior High Schools, of which thirteen have JROTC programs. The programs are 10 Army, 2 Navy, 1 Air Force, and no Marine Corps programs. The DCPS reports for school year 1997-98 that it employs 10,009 personnel and operates on an annual budget of \$567,099,000.

The Army authorizes and supports a Directorate of Army Instruction within the DCPS. The DAI operates much in the same way as the DAI in CPS, however it is much smaller in scope and size (3 employees). The DAI collects and reports data on the Army JROTC programs in the DCPS. The JROTC program in Washington DC is relatively a youngster compared to the program in Chicago. As we stated earlier, the first program to open in Chicago was 1917. The DCPS reports that the first two programs established were in 1975 and 1977, Ballou Senior High School/Air Force and Cardozo Senior High School/Army. The DAI does not collect or report statistics on the Air Force, Navy or Marine programs. These programs report directly to their respective service headquarters. This appears to be the operating norm across the country.

The DCPS DAI does not collect and report enrollment statistic break outs by sex or ethnic origin. The DAI does collect and report statistics on total enrollment, dropouts, suspensions, and average daily attendance. The DAI also reports graduation rates and enlistments in the active and reserve components. Additional statistics collected and reported are college bound, vocational/technical bound, enrollment in senior ROTC and service academies, scholarship awards, GPA, and SAT scores.

Data from the 10 Army programs indicates that JROTC members maintained a higher GPA than the total school population, 2.32 vs. 2.19. The data also reflects higher SAT scores, 754 vs. 745. The data reflects a higher daily attendance rate for JROTC vs. the total school population, 1273/1540=83% vs. 5685/8967=63%. Reported dropout rates are 1540/38=2% vs. 8967/357=4%. Reported suspension rates are 1540/40=3% vs. 8967/758=8%. JROTC members appear to show significant advantages in these two categories also. Senior class data reflects 1747 seniors, 111 senior JROTC cadets, and 31 enlistment's into the active and reserve components, a cadet enlistment rate of 111/31=28%. This figure is slightly lower than nationally reported percentages.

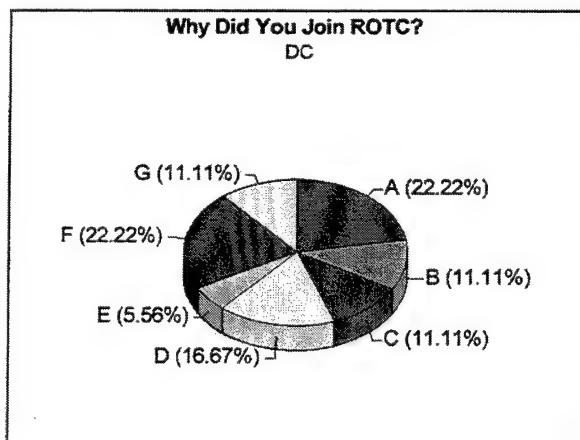
Reported college bound data of JROTC members vs. the student population is  $111/46=41\%$  vs.  $1747/704=40\%$ . Curiously, the DAI reports that the 111 senior JROTC cadets received no Service JROTC Senior scholarships, but did receive 36 non-DOD scholarships. The data reported that three cadets had been accepted into military service academies and that eleven cadets were to enroll in Senior JROTC programs. This rudimentary analysis based on self reported data clearly reflects an Army program that delivers great value to the individual student and to the DCPS school system (average daily attendance equates to additional school dollars). The data reflected a 20% difference between the two student populations reported.

DC Responses to the survey questions regarding motivation to join and intentions after high school:

Why did you join ROTC?

- A - New Experience
- B - Interested in the military, curious about the program
- C - It is a required subject
- D - For the discipline/leadership
- E - Family or friends encouraged me
- F - Self-improvement, challenge
- G - Other

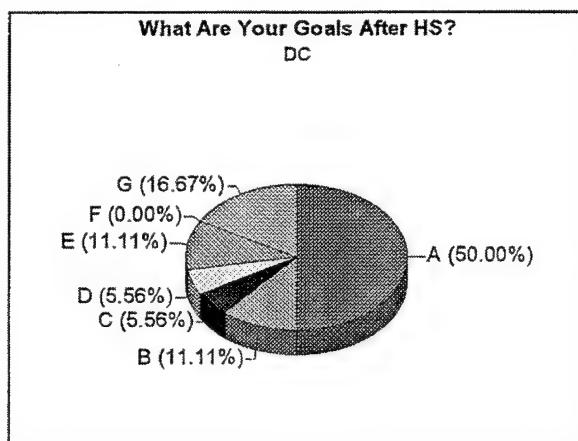
Figure 27



What are your goals after high school?

- A - College
- B - Active Duty Military
- C - Work
- D - College/Senior ROTC
- E - Tech/Trade School
- F - Reserves/Guard
- G - Other

Figure 28



## El Paso

El Paso provided summary statistics for GPA, Absences, Infractions, College-Bound rates and SAT scores. Data for six high schools (Bowie, Burges, El Paso, Franklin, Irvin and Jefferson) were provided for school years 94 through 97. A cohort was constructed by selecting 94 Freshmen, 95 Sophomores, 96 Juniors and 97 Seniors, for JROTC and Non-JROTC students.

Since summary data (means) were provided, in order to perform statistical comparisons (t-test for difference in means), the mean score for each school was replicated by the number of respondents. Thus, the t-test is not run as a comparison of means of means, but as a reasonable approximation of the actual distribution of scores. Data is shown in the following table:

El Paso Summary Data

	94	95	96	97
<b>JROTC</b>				
<i>N</i>	206	145	83	82
GPA*	74.6	80.7	82.7	83.5
Absences	8.27	7.5	8.54	12.77
Infractions	2.3	1.8	1.5	1.55
<b>Non JROTC</b>				
<i>N</i>	3175	2374	1720	1868
GPA*	77.7	81.7	84.3	84.3
Absences	8.99	8.37	8.56	11.31
Infractions	2.8	2.1	1.8	1.62

\* 90-100 = A/80-89 = B/75-79 = C/70-74 = D

Table 31

JROTC students actually scored a lower GPA for all years than the non-JROTC cohort, and the differences were statistically significant at the .05 level (95% confidence level). Improvement is noted for both groups, however, and the JROTC students closed within .8 at the senior year.

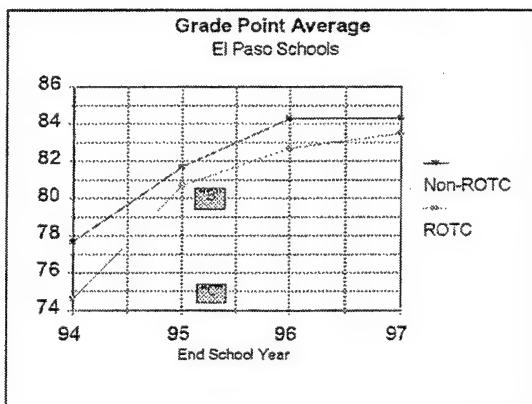


Figure 29

Data on absences shows better attendance by JROTC students in their Freshman and Sophomore years, no statistically significant difference in their Junior year, and worse attendance during their Senior years. Perhaps the JROTC students were getting a little "frisky" as seniors, note the infraction data.

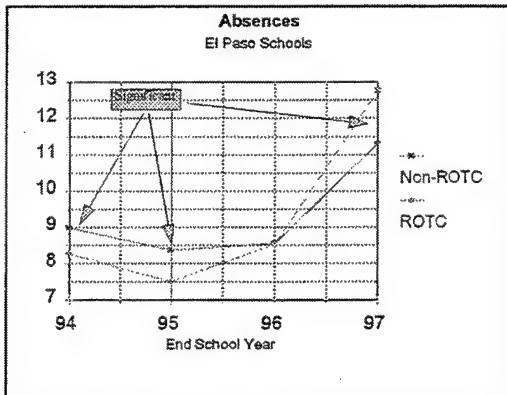
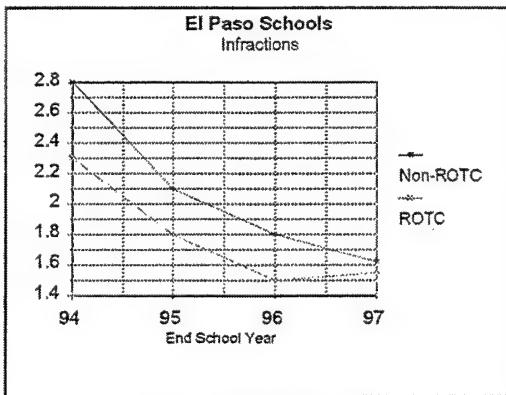


Figure 30

JROTC students had lower numbers of infractions for all school years, all differences statistically significant. The numbers nearly merge, however, in the Senior year, which is supported by the higher numbers of absences noted during



that year.

Figure 31

El Paso also provided summary statistics on college-bound rates and SAT scores. The data is presented in tabular form below, but no statistical tests were run against these data.

	<b>College-Bound students, SAT scores El Paso Schools/Cohort</b>	<b>94</b>	<b>95</b>	<b>96</b>	<b>97</b>
<b>JROTC</b>					
<b>N</b>		57	69	75	82
<b>Percent College</b>		45	42	43	63
<b>SAT</b>				854	940
<b>Non JROTC</b>					
<b>N</b>		1413	1380	1314	1868
<b>Percent</b>		51	57	55	67
<b>College</b>					
<b>SAT</b>				888	949

Table 32

It is interesting to note the improvement between the 96 school year and the 97 school year in the El Paso system. SAT scores improved markedly, along with the college-bound rate. Something good seems to be going on in El Paso.

## Comparisons Between Chicago, DC and El Paso Schools

The following data show differences in responses and attitude between the three schools systems:

### Response Summary, JROTC Members, by School System

<b>Q Response Text</b>	<b>Response</b>			<b>Response Percentage</b>		
	<b>Chi</b>	<b>DC</b>	<b>ELP</b>	<b>Chi</b>	<b>DC</b>	<b>ELP</b>
1 Why did you join ROTC?						
New experience	497	4	47	30.03%	22.22%	28.48%
Interested in military, curious about program	408	2	59	24.65%	11.11%	35.76%
Required subject	123	2	0	7.43%	11.11%	0.00%
For the discipline/leadership	205	3	13	12.39%	16.67%	7.88%
Family or friends encouraged me	160	1	23	9.67%	5.56%	13.94%
Self-improvement, challenge	202	4	19	12.21%	22.22%	11.52%
Other	60	2	4	3.63%	11.11%	2.42%
	1655	18	165			
3 I plan to take JROTC next year						
True	1281	18	141	83.84%	100.00%	84.94%
False	247	0	25	16.16%	0.00%	15.06%
	1528	18	166			
4 I participate in JROTC summer camp						
True	375	4	41	22.98%	22.22%	25.95%
False	1257	14	117	77.02%	77.78%	74.05%
	1632	18	158			
5 I would participate in group events after School or on weekends with JROTC						
True	1208	16	139	73.04%	88.89%	83.73%
False	446	2	27	26.96%	11.11%	16.27%
	1654	18	166			
6 I would recommend JROTC to a close friend						
True	1443	15	158	86.15%	83.33%	95.18%
False	232	3	8	13.85%	16.67%	4.82%
	1675	18	166			
7 I think I will graduate from HS with a diploma						
True	1655	17	163	98.16%	94.44%	98.19%
False	31	1	3	1.84%	5.56%	1.81%
	1686	18	166			
8 I plan to take college courses after HS						
True	1495	15	146	89.79%	83.33%	87.95%
False	170	3	20	10.21%	16.67%	12.05%
	1665	18	166			

<b>Q Response Text</b>		<b>Response</b>			<b>Response Percentage</b>		
		<b>Chi</b>	<b>DC</b>	<b>ELP</b>	<b>Chi</b>	<b>DC</b>	<b>ELP</b>
9If you indicated you planned to attend college, Please answer A (True) if you think you will Participate in Senior ROTC at the college level, B (False) if you do not plan to take Senior ROTC							
True	904	10	104	59.75%	76.92%	70.75%	
False	609	3	43	40.25%	23.08%	29.25%	
	1513	13	147				
10I plan to join one of the military Services, active or reserve, after high school							
True	720	7	105	44.20%	38.89%	63.25%	
False	909	11	61	55.80%	61.11%	36.75%	
	1629	18	166				
11What are your goals after high school?							
College	1066	9	82	68.73%	50.00%	50.93%	
Active Duty Military	246	2	50	15.86%	11.11%	31.06%	
Work	44	1	13	2.84%	5.56%	8.07%	
College/Senior ROTC	23	1	9	1.48%	5.56%	5.59%	
Tech/Trade School	52	2	2	3.35%	11.11%	1.24%	
Reserves/Guard	29	0	0	1.87%	0.00%	0.00%	
Other	91	3	5	5.87%	16.67%	3.11%	
	1551	18	161				

Table 33

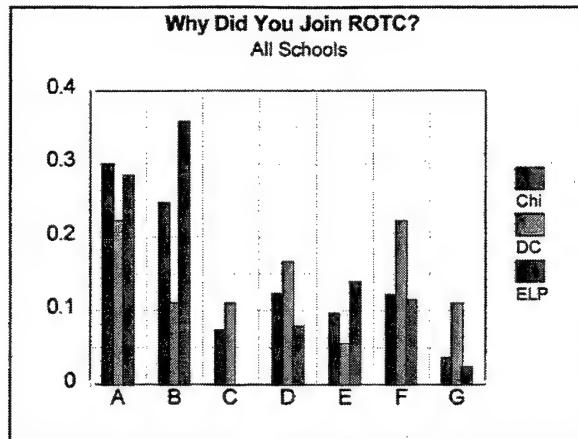


Figure 32

**Why did you join ROTC?**

- A - New Experience
- B - Interested in the military, curious about the program
- C - It is a required subject
- D - For the discipline/leadership
- E - Family or friends encouraged me
- F - Self-improvement, challenge
- G - Other

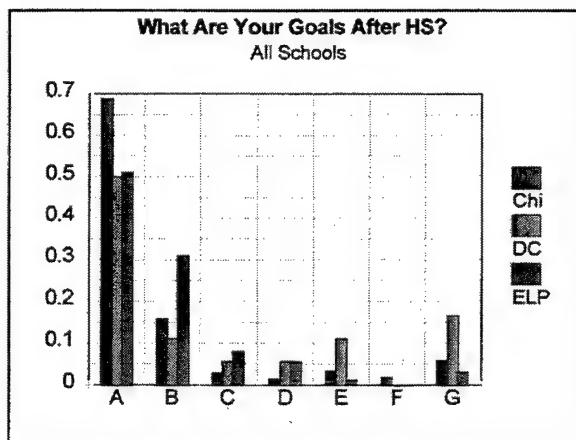


Figure 33

**What are your goals after high school?**

- A - College
- B - Active Duty Military
- C - Work
- D - College/Senior ROTC
- E - Tech/Trade School
- F - Reserves/Guard
- G - Other

## Chapter 8: The Future, Improvements, Alternatives, Abdication?

The future of all the Services' JROTC programs will probably be as rocky and challenging as the past. The two key elements of concern and contention appear to be funding and full time manpower to run the programs. As discussed earlier in our paper funding remains to be very tight and simply inadequate to maintain a world class program. The expansion of the program over the past 32 years has not been adequately resourced. The question is why and how will this play out in the future? Funding is congressionally mandated and identified in the President's Budget. There are many competing programs for youth and the Services choose to leave JROTC at the very bottom of the "visibility barrel". If you had a choice would you focus on the big ticket items with high congressional interest in the \$250 billion dollar defense budget or marginal improvement of a mission that has little to do with the "war-fighting mission", and only represents a few million dollars per military service per year. Several long-term trends will impact on the future of JROTC:

- Digital based learning using computers, CD-ROMs, the Internet, and other systems and applications will begin to take over the learning environment. Will JROTC have the vision and be given the resources to deliver and compete in this environment?
- Continued pressure on the Defense Budget. The defense budget will continue to face pressure and big problems as the Services try to modernize and meet increased requirements in the future. Pressure will continue for JROTC programs to do more with less and to spend time justifying every dime of budget authority, wasting valuable time that could be used for program development.
- Eventually military instructor manpower levels will begin to decrease as the reduced service size produces less qualified retiree's to serve. If the future of the economy continues to improve and be robust, this may also assist in tightening up the back up instructor pool.
- The military Services will continue to feel heavy pressure to find quality recruits with fewer resources as the DOD budget continues to decline, and this may drive the Services to find new manpower resources, possibly from their respective JROTC programs.
- Inner cities and large suburbs will continue to request new JROTC programs and support existing ones in an effort to improve their school environments and do anything that supports or contributes to better academic performance and school attendance. These attributes equate to success and funding in school programs.

The Services have many close range issues to focus on to continue to maintain the presence and quality of their current programs and improve on those programs. Some of the issues the Services are dealing with today follow:

- Is our mission and objective for JROTC correct?
- How do we deal with block scheduling?
- What is the optimum support staffing and how do we get additional staff, given all the service downsizing of personnel, civilian and military?
- Instructor manning is hurting in some areas due to increased cadet enrollment in programs, but no funds to add a third instructor.
- Curriculum update and constant re-design is critical, but under funded.
- New delivery methods for curriculum must be analyzed, chosen, and developed, but funding is lacking.
- Instructor training in state of the art instruction methods and state of the art instructor packages and materials is critical to maintain quality performance, but funding is lacking.
- How deep should JROTC move into the community service arena? Opinions differ throughout the service programs.
- Funding is lacking for information technology improvements, particularly upgrade of computers for all units, phone line access, internet access, etc. The magnitude of the problem varies from high to low depending on the service.
- What is the future of "Career Academies", "Partnership Programs", NDCC programs, and other alternative possibilities to maximize performance at less cost to meet unique mission requirements in different demographic areas?
- What is the proper balance of visibility of the program, and do we have the right plan?
- How do we deal with the demand for product expansion given minimal, static and reduced funding (depending on the service) for that purpose?
- What is the best unit placement given mission requirements, public demand, and congressionally mandated constraints?
- What is the optimal summer program in the form of size, locations, and curriculum given funding and manpower constraints?
- How should policies be developed on gender separation in extra curricular activities?
- What should be the current policies on weapons firing, training, and access given the rash of school shooting in public schools?
- Can excess be eliminated and programs become more efficient through synergies, partnerships, and economies of scale.
- Can JROTC programs combine with other youth programs to create more efficient programs?
- Should the command and control structure be reorganized to make operations more efficient and more responsive to mission objectives?
- How should JROTC programs respond to local political pressures and special interest groups, such as teachers unions and competing local programs for

- funding?
- Can the four separate JROTC programs communicate better and operate together more efficiently than we have in the past?

These are just a few of the hundreds of complex and demanding questions facing the current leadership of the JROTC programs -- A daunting and demanding set of tasks to be addressed by the best of leaders and staffs.

The "Macro Picture" of the JROTC programs also has many issues to examine and answer. Some of the questions being addressed and asked by the service JROTC programs leadership are listed below:

- Should the basic assumptions laid out in congressional language, law, and Department of Defense directives be re-examined?
- Does the Nation need JROTC programs.
- Do JROTC programs need to reside in the public and private school systems, or should they be offered in some other context outside of the school day or school system?
- Do JROTC programs provide a critical service to the customer, that no other program can provide and...who is the customer?
- Do JROTC programs strengthen national security and are they essential to keep the "American Public" closer to its military system?
- Does the US Military need JROTC to assist it in its mission to field the worlds most highly capable military force?
- Does JROTC penetrate the school market at the right level, given that the program only resides in approximately 7.5% of the secondary schools in the nation?
- Does JROTC service the right cultural, ethnic, and male/female mix and reside in the best geographical locations to serve the interest of the most needy and the nation?
- What does JROTC think of itself and what do the Services think of their JROTC programs and how do they see the future?
- How much can society afford to invest in its youth and is JROTC one of the best investment vehicles?
- What does the public think about its JROTC programs and how far will they go to support the program?
- Can JROTC form strategic alliances and partnerships with other organizations or entities to perform more efficiently?
- What problems do Americans care about most and does JROTC help to address those problems?
- Does DOD actively manage and guide the JROTC programs aggressively enough and should they do more?
- How much of a role should JROTC play in community service?
- Can JROTC be defined as an experiment in social engineering and if so should it be involved in that arena of the public good?

- Do the Services place their best and brightest to the task of leading and managing JROTC programs and if so should they?
- The limits of JROTC, what are they, what should they be?
- Should funding for each program be fenced from each respective service headquarters, given budget pressures, and the past practice of Services “taxing” or taking away funds at higher levels before they reach the programs they were initially appropriated for in the President’s Budget?
- Should funding be moved completely out of the DOD budget, given DOD budget pressures, and placed in some other federal department or entity for better insulation from budget cuts and would this create synergy with other programs.
- Should all support missions and requirements be managed from one central point to create synergy, idea sharing, and economies of scale? (i.e.. DOD operates a central support activity)? Would this lead to purple suit integration of curriculum, instructors and management?
- Is the mission and objective of JROTC really best left to the active Services, or could some other federal agency or entity be better equipped to handle the mission, i.e., the Department of Education, the Department of Health and Human Services, the Department of Labor, the Reserve Components, or the National Service Corporation? Would these agencies replace the DOD management function only, or assume all the duties and responsibilities at all levels of program delivery?
- Should the link up between Junior ROTC and Senior ROTC be re-visited to see if there is a better way or more efficient option, given that the missions of the two are completely opposite in nature, “commissioning officers vs. building better citizens”?
- What is the best instructor mix? Should part time guardsmen and reservist be considered in the future mix of the instructor force, given they are more expensive to the program and school systems, and the perception by some that they are less qualified to serve as instructors? Others feel that they may be closer to the community and in some cases better qualified to instruct because many serve as full time academia’s in high schools and colleges now.
- Should the four service JROTC programs reduce the number of units currently being served given budget constraints, so that the remaining programs can operate in a more optimal fashion?
- Can DOD contract out the entire operation to a private corporation and DOD act as the contracting officer’s representative?
- Can a new entity be formed under government control to manage and operate the program?
- Given the current trends of de-centralization and state empowerment with less federal government, can the program be completely decentralized and turned over to the 54 States and Territories to manage under state education departments, the State and Territory Guard Headquarters, or some other state entity?

- Can a semi-independent federal agency be formed to operate the program, such as Fannie Mae or the Conrail model?
- Can some other Department of Defense agency be tasked to manage the four service JROTC programs, such as the Defense Logistics Agency, the Defense Advanced Research Projects Agency, or the Defense Information Systems Agency, and will this create any additional synergy's or advantages?

Several other models could be conceived and discussed as possible alternatives. Many more questions can be asked about JROTC. Most of the above concepts were first presented by the Director, Army JROTC Program, COL John Corbitt, and other program directors representing the Services. These above questions cover most of the salient features of possible future program re-design. The question should be, "Has the program evolved to the current state because it is the most efficient state or because of other external factors?" The needs of the student, school, community, and the nation will be partial drivers of where the program evolutionizes. Technology and competition from other interest and programs will also help to define the journey. Ultimately the American public will determine where they want their program to go and what they want it to accomplish for the youth of America.

## **Chapter 9: Conclusion, Issues and Recommendations.**

JROTC has endured for more than eighty-one years and has served the public well. The program has expanded aggressively over that time frame and continues to evolve and serve. The program continues to produce cadets who go on to be Military Service Academy graduates, national merit scholars, to serve as officer's and enlisted personnel in the services, and students who go on to be model citizens, and highly capable leaders in their communities.

Hundreds of thousands of students get their first real taste of the challenges of leadership via JROTC. Educators and parents continue to ask for more programs and praise its performance. At times the Services embrace their programs and at times they try to shed their requirements like a "snakes skin". The program has stabilized unit growth since 1996, but students continue to flock to the existing units as fast and furious as they do "rock concerts". What does this mean in the context of value? Clearly many have gained from the ambitious goals of the program and the hard work of the citizens and military personnel who pour their lives and hearts into the program because they fervently believe in its value to students and the nation.

The past record of the military has proven that mixing different races and classes can help promote inter-group tolerance and create synergistic effects for the good of one and all concerned. Our field research has also witnessed this phenomenon in action at many high schools in many communities. Does JROTC reach the young citizen early enough, long enough, deep enough? Some say no, many say yes. It is clear that the program will survive, but still unclear whether it will thrive and grow. Commitment , subjugation to authority, structure and service is a hard yoke for a young person or community to bear given the demands, distractions and chaos that surround them and the fact that these factors appear to be growing in intensity. It is the opinion of this study that JROTC drives a stable wedge into the center of that chaos for many to cling to and use as a pole vault to catapult above the fog of no hope or opportunity. Others who are more fortunate use the program to broaden their scope and perspective. Clearly JROTC programs help many to develop self-esteem, character, leadership skills and hone inter-personal skills. JROTC is a viable and valuable alternative for many and should be provided to many more whom seek and need the opportunity to develop and grow as citizens and leaders.

As a result of this research effort, and the tremendous volume of information that has been absorbed by the CSIS project staff, as well as through countless discussions and interviews, we have determined that this program is full of value for those students, schools and communities involved in the program. The major challenges facing JROTC in the future revolve around several different key issues. Several, if not all, of the following will be required to ensure a

continuation of the successes that JROTC has already achieved.

Apply more manpower and funding to DOD, OASD(FMP)(MPP)/Accession Policy to support a more robust management and oversight structure for the four separate JROTC programs. Such a structure could coordinate more policy, create service synergy, save dollars through economies of scale, do meaningful program analysis and research, and work to combine JROTC programs with other youth initiatives and programs sponsored by the services and other federal and state agencies. Similarly, more manpower and funding to support the four service JROTC program director's management and oversight missions would allow them to deliver additional value to students, schools, communities and the nation. The programs have continued to do more with less in an environment that continually requires improvement and innovation just to hold their current position.

If no additional resources are found and specifically allocated by Congress or the DOD, the Services' program headquarters should receive funding that is fenced from any higher headquarters "tax or levy". Given that the program only resides in 7.5% of the high schools in America and that over 400 high schools are currently requesting the program and have been approved by the services (meaning that the services have signed contracts in hand and have verified that the schools have the proper facilities to support JROTC programs) every dollar of funding possible should be applied to the mission of JROTC. The evidence of periodic neglect by the services is clear: a 1985 study sponsored by the Chief of Staff of the Army to examine the status of the Army ROTC program concluded with regard to the JROTC program that "the Army appears to be giving this program the minimum necessary to operate" and that the Army had failed to realize the full potential of this important program.<sup>iii</sup> Although this particular report led to positive changes, the tendency for the perceived importance by higher headquarters in all of the Services continues to fluctuate and does not bode well for a sustained or coherent plan for the future. This pattern must stop.

Clearly, resource difficulties are in large measure driven by continual pressure on the defense budget, which will grow increasingly severe as the Services try to modernize and meet increased operational requirements in the future. Pressure will continue for JROTC programs to do more with less and to spend time justifying every dime of budget authority, wasting valuable time that could be used for program development.

DOD downsizing will eventually reduce the current robust level of available military instructors being hired from the pool of retiree's made available from DOD reductions in manpower. If the future of the economy continues to improve and employment rates continue to remain low, this may also assist in tightening up the backup instructor pool. The services may need to look to the Guard and Reserve to fill future instructor positions. Program management must address

this issue to continue the availability of high quality trained instructors.

Alternative management models should be studied and considered in the future to determine the optimal organizational mix and whether innovative strategic partnerships with other organizations can help to deliver maximum value to students. The study could be used to determine if this is a mission that the active military is best suited for or if the Guard and Reserve or other federal or state agencies are capable of conducting the mission to the same level of accomplishment. The military will continue to face funding shortfalls for top priority missions, which leaves perceived low priority missions at risk of atrophy or elimination. History has shown us a picture of either reluctant or marginal program support at critical junctures.

One specific management element needs to be addressed, if the service programs receive more funding and manpower: the development of a comprehensive data base system created by DOD (to ensure compatibility and capture common data elements) and the distribution of technology to the services to facilitate data capture and program analysis. All JROTC high school units should be provided computer support, with connectivity to each other and their respective program headquarters, telephone line support, data transfer protocol training and access to the internet. The Air Force JROTC program is well on their way with their new cyber-campus system. This infrastructure could also be used to support innovative curriculum delivery programs and information exchanges between the services and individual high school units.

Currently, very little information is captured that quantifies the value of the program and provides the ability to analyze the status of the program. Most of what is captured is done in paper format and requires many hours of manual date re-entry to be of use-unarguably a waste of precious manpower resources. There are also areas of the program simply left alone with no analysis effort applied. School systems should be required in the original contract with DOD and through contract amendments to existing programs to assist in this data capture effort and analysis to assist in showing the great value of the program.

Remedying structural inadequacies will also allow the services to focus on efforts to continually redesign and improve curriculum development and delivery. Delivery tools and delivery methods must keep pace with the demands of society and the competition. State of the art should be the only acceptable standard assuming the services receive additional funding and manpower support. The new technology program should utilize distance learning techniques to reach cadets after hours in their homes and assist them in even more ways than are currently being done. Interactive CD-ROM's, internet applications, and the constant reduction of computer technology cost should even be considered as a means to give each student computers in the future. A comprehensive technology plan at the DOD level should be developed and published.

Instructors, serving as the critical element in these improvements, should also be provided additional training on a routine basis. Courses should include curriculum delivery, technology training, and others considered to remain cutting edge capable.

The four separate JROTC programs should take a long hard look at the way the student enrollment structure drives forced program attrition at the sophomore, junior and senior class levels. Many students do not benefit from the lessons offered in years 2,3, and 4 due to forced attrition. Instructor manning can only support a limited number of upper class students due to the amounts of hands on leadership instruction given to students. The attrition rate ranges between 30 to 60% per year. Additional instructor manpower support, funding and some amount of curriculum and training re-design might afford more students the opportunity to stay longer and serve in leadership positions. Many feel that true leadership development is the apex of the JROTC experience.

DOD should work more closely with DOE should explore a close working relationship at all levels to leverage unique strengths and to mask weaknesses to provide optimal value to individual students. Regional committees could be formed, comprising members of each service along with academic personnel to continually review curriculum design and delivery methods and to develop mutually supporting goals and objectives. Regional problems could be identified and worked at the regional level using the expertise of many to help those who do not have the answers.

DOD and the services need to determine the level of community service missions that JROTC should participate in with students. Some high schools feel that community service is important, while others feel that it takes away from academic achievement. The types of community service rendered should also be identified.

Congress and the military services should recognize that JROTC is a matter of national priority and that JROTC strengthens the nation, the military, our communities and our youth. The program should be expanded in the future at a steady pace tied to the proper resource levels and a well-defined plan. The program provides an important link between America's military and its citizens, at a time when many feel that that link is as tenuous as it has ever been in the history of the nation.

Many issues and ideas should be explored in a spirit of open exchange and harmony for JROTC to continue to prosper in the next 80 years as it has in the past. These programs bring out the best in many young people and contribute greatly to the common good of our nation. Dedicated service and pride in self and citizenship are the best by-products of JROTC and need to be nurtured and enhanced at a time when our youth and nation need them the most.

## Chapter 10. Voices from the Public.

Retired General Colin Powell writes in his book, *My American Journey*,

After Desert Storm the American people at long last were again proud of their military, and I wanted to use this momentum to help high school youths, particularly those in troubled inner cities, by increasing the number of Junior ROTC programs. Under Junior ROTC, active duty NCOs, but mostly retired officers and noncoms teach such high school courses as citizenship, leadership, and military history. They drill the students and take them on map reading exercises and field trips.

In the spring of 1992, I called in the Joint Staff personnel officer, Brigadier General Mary Willis, and told her, "I want a plan for increasing Junior ROTC on my desk in ten days." In a week, General Willis had a proposal to take us from 1,500 to 2,900 high schools. The service chiefs bought into it. Secretary Cheney and President Bush backed the plan. And after Sam Nunn got behind the bill in the Senate, we wound up with approval for funding Junior ROTC in 3,500 high schools.

Yet, ironically, while we had a flock of programs in states with large rural areas, like Texas, we continued to meet resistance in certain urban areas. Liberal school administrators and teachers claimed that we were trying to "militarize" education. Yes, I'll admit, the armed forces might get a youngster more inclined to enlist as a result of Junior ROTC. But society got a far greater payoff. Inner-city kids, many had broken homes, found stability and role models in Junior ROTC. They got a taste of discipline, the work ethic, and they experienced pride of membership in something healthier than a gang. Until 1993, there were still no Junior ROTC programs in any public school in New York City and only one private school offered the program. Finally, we broke through. Seven New York City schools presently have Junior ROTC programs, including my alma mater, Morris High School. College-level ROTC quite literally made my life. The junior program can provide a fresh start in life for thousands of endangered kids, particularly those from minorities living in crime-plagued ghettos. Junior ROTC is a social bargain."<sup>lv</sup>

During his 1 October 1992 address to the National Security Industrial Association, then Chairman of the Joint Chiefs of Staff, General Colin Powell made these comments on the expansion of our Junior ROTC program in America's high schools:

We're trying to help in that process. One of the ways we're going to do that is the expansion of our Junior ROTC Program in America's high schools. The program is a way to compete with drugs and gangs for the hearts and minds of our youngster. We're going to get them when they're 13, 14, 15 years old. And we're going to expose them to this kind of a program. We've got a 100% increase in the size of our program underway. And I hope if the money can be found over the next couple of years to build up to an 800% increase. It's going to be our way of contributing to our nation; our way to get role models back into our community schools; a way to show teenagers what it means to

be a good American -- what it means to have high standards and discipline and a sense of self-purpose."<sup>v</sup>

In 1963, funding for the program was not included in the Department of Defense budget submission, and all schools in which units were supported were notified that the program was being discontinued.

In response to thousands of letters protesting the Army's intent, the House Armed Services Committee began hearings on March 6, 1963. During these hearings, the Committee Chairman E. Edward Herbert stated, "...I am amazed at the...shortsighted repudiation of a program which has provided the country with inestimable benefits for almost half a century. For example, who can calculate or measure the salutary effect that this program has had in motivating thousands of youngsters toward a military career...By the same token, who would deny that thousands of young Americans are better citizens for having been exposed to the JROTC and thereby contributed directly toward insuring a stronger and more resolute America. These are all benefits which flow directly from the JROTC program, and benefits which we in America stand to lose if we permit the dis-establishment and abandonment of JROTC."<sup>vi</sup>

Excerpts from a letter to the Director, Army JROTC, from Senator Pete V. Dominica, United States Senate:

...The City of Rio Rancho is one of New Mexico's fastest growing communities and many of its youth are extremely interested in military careers. I believe it is important that they have access to the academic, physical, and leadership training skills provided by JROTC programs nationwide...I want to help assure that the unique experience and leadership skills taught in the JROTC program are afforded to some very bright and talented young New Mexicans who hope to make careers in the military.<sup>vii</sup>

Excerpts from a letter to the Honorable John W. Warner, US Senator, from the Chairman of the School Board, Lancaster County Public Schools, Kilmarnock, Virginia.

...The School Board felt that an ROTC program would be an excellent means by which our high school students could learn leadership skills, discipline and teamwork. In addition it would give them an introduction to military service which might lead to future opportunities. There is great interest in the student body for an ROTC program.<sup>viii</sup>

A letter to the Secretary of Defense, the Honorable William Perry, from Cadet Major Wes Livingston, Austin High School, Decatur, Alabama.

Dear Honorable Secretary of Defense Perry:

My name is Wes Livingston and I am a student at Austin High School in Decatur, Alabama. I am a cadet Major in JROTC and the battalion commander. This is the second year Austin High has had a JROTC program, and we already have over one hundred cadets. The program is a great success. It teaches discipline and leadership to everyone involved. Our SAI, Lt. Colonel James Walker, inspires his students to do their very best, so consequently most people's grades have improved. We now have a drill team, PT team, rifle team, and color guard. The members of these groups have bonded together like families, and each person helps the others. Students who might have dropped out of school altogether, now look forward to school to have their JROTC class.

The opportunities for senior ROTC scholarships are wonderful. A student from last year received a full tuition scholarship to college this year. Without it, he probably would not have been able to go to college at all. I would like to thank the Army for having this program offered in high school. Any money spent on JROTC is an investment, and the United States will receive the benefits years from now as its citizens are better educated and further prepared to face the challenges of the future.<sup>lx</sup>

Excerpts from a letter to Major General Wallace, Commanding General, US Army Cadet Command, from Congressman H.B. "Hunt" Downer, Jr., Speaker, Louisiana House of Representatives.

...As a Lieutenant Colonel in the Louisiana National Guard, I am proud of my military service and have long recognized the benefits of military background in education and in everyday life. The challenge of our educational system today can be meet if we have students who have been given the opportunity to build self-confidence, develop leadership skills, gain experience and "discipline", and at the same time learn how to interact with their fellow classmates in a wholesome, valuable orientation environment.

The end result is an individual who appreciates authority, understands the benefits of an education, and has had the most valuable experience in citizenship. JROTC is a win-win.<sup>lx</sup>

Excerpts from a letter to Major General Morris Boyd, Chief Legislative Liaison, US Army, from Congressman Saxby Chambliss, 8th District Georgia.

...The Army Junior Reserve Officer Training Corps has established a reputation of excellence, in its members and the Services they provide. This commitment to superiority has been recognized by the

young men and women, educators and administrators at Twiggs County Comprehensive High/Middle School in Jeffersonville, Georgia. I am requesting on their behalf that you consider this school for eligibility in your JROTC program...Be assured that this initiative would have the full support of the students, school administration, community, and this Congressional office.<sup>xi</sup>

Excerpts from a letter to US Senator Max Cleland from the Superintendent of Macon County Schools, Macon, Georgia.

...The Macon County Board of Education and I are very interested in providing our students with the fundamental principles that will help them to develop into productive citizens who will have a love and understanding of our beloved country. In order to fulfill this goal the Macon County School System has applied for Army Junior ROTC, Naval Junior ROTC, and Air Force Junior ROTC...This type of program will install self-esteem, work ethics, moral and ethical values, discipline, loyalty, patriotism, and nationalism in the youth of the Macon County School System.<sup>xii</sup>

Excerpts from a letter written to Major General Stewart Wallace, Commanding General, US Army Cadet Command from Flora Brooks Boyd, Director of Department of Juvenile Justice, South Carolina.

...The JROTC Program is an integral part of our efforts to help troubled young people to change their attitudes and behavior. The results thus far have been amazing, and we look forward to continuing success in the future.<sup>xiii</sup>

Quotes From gang members from the book Gangs, A Handbook for Community Awareness.

You get respect when you join the gang. You get popular. You get noticed. You also make a lot of enemies. Flaco

What you straight people don't get is that gang banger's have no choice but bangin'. We can't get no jobs and bangin's all we can do. Street Gang Member.

There was one person I'll never forget. It was a school teacher who had a lot of interest in kids. She took me under her wing. She taught me how to read and write. She was probably the most important person in my life. Former Gang Member.

General H. Norman Schwarzkopf, in his book, *It Doesn't Take a Hero*, commented:

Socially my life revolved around a group of eight guys called the "Hoods." Teenage gangs were big in the United States-we'd seen them in movies. And though there was nothing criminal about us-

we were all athletes, lettermen, and good guys, and considered ourselves the junior class elite-we loved the gang trappings. We had a Hood's nickname: there was Baby Face and Chopper, and the Chief. I was Cuddles as a result as a result of having smooched with one of my girl friends on a city bus. We had a gang uniform: a white dress shirt with the sleeve's rolled up and a pack of cigarettes in the pocket, white socks, loafers, letter sweaters, and Levi's.

The American humorist, Mark Twain, suggested that:

When a child turns twelve you should put him in a barrel, nail the lid down, and feed him through a knot hole. When he turns sixteen, plug the hole.

And finally, our former Surgeon General, Antonia Novello, said:

Our young people are our nation's most valuable resource....The America of today is far different from what it was when we were young. The challenges are different, the pressures greater, the poverty and despair more rampant, and the availability of drugs and alcohol more widespread. These things are tragic-and we must do everything we can to turn them around.

America's Junior Reserve Officer's Training Corps can help.

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<sup>iv</sup> Powell, Colin Ret. Army General, My American Journey, p555-556.

<sup>v</sup> Powell, Colin, Ret. Army General, Address to the National Security Industrial Association, Oct. 1992.

<sup>vi</sup> Herbert, Edward E. Committee Chairman House Armed Services Committee, Committee Hearings, March 6, 1963.

<sup>vii</sup> Domenici, Pete, US Senator, Letter to Director, Army JROTC Program, February 4, 1997.

<sup>viii</sup> Martin, John S., Chairman of the School Board, Lancaster County Public Schools, Letter to US Senator John W. Warner, October 24, 1996.

<sup>ix</sup> Livingston, Wes, Cadet Major Army JROTC, Letter to Secretary Perry, September 25, 1996.

<sup>x</sup> Downer, H.B. "Hunt" Jr., Speaker Louisiana House, Letter to CG Cadet Command, January 16, 1997.

<sup>xii</sup> Chambliss, Saxby, US Congressman, Letter to MG Boyd, January 27, 1997.

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<sup>lxiii</sup> Waters, Hosie, Superintendent of Macon County Schools, Letter to US Senator Cleland, September 15, 1997.

<sup>lxiii</sup> Boyd, Flora Brooks, Department of Juvenile Justice, South Carolina, Letter to CG Cadet Command, October 16, 1997.